DOCUMENT RESUME

ED 069 667 EC 031 527

TITLE Exceptional Children Conference Papers: Administrative Procedures and Program Organization.
INSTITUTION Council for Exceptional Children, Arlington, Va.
PUB DATE 72
NOTE 136p.; Papers presented at the Southeast Regional Conference (Vancouver, British Columbia, October 29-30, 1970)

EDRS PRICE EDRS Price MF-$0.65 HC-$6.58
DESCRIPTORS *Administrative Organization, *Conference Reports, *Exceptional Child Education, Mentally Handicapped, Multiply Handicapped, Program Design, *Program Development, Work Study Programs

ABSTRACT

Administration procedures and program organization is the topical consideration of nine papers selected from those presented at the CEC Southeast Regional Conference (Vancouver, British Columbia, October 29-30, 1970). The presentations include an introduction to interdistrict cooperatives; special education and assessment and problems in rural areas; work experience programs for the educable mentally handicapped and a community work study conference; programs for the multiply handicapped and a multidisciplinary approach to the treatment of multiply handicapped children; and a description of a work oriented school for educable mentally handicapped. Other collections of papers from the conference have been compiled and are available as EC 031 525 (Pre and In-service Teacher Training); EC 031 526 (Social and Institutional Changes in Special Education), EC 031 528 (Involvement of Parents in School Programs), and EC 031 529 (Teaching Strategies, Methods, and Instructional Materials). (CD)

EC031527

ED047447

Exceptional Children Conference Papers:
Administrative Procedures and
Program Organization

Papers Presented at the
Northwest Regional Conference
The Council For Exceptional Children
Vancouver, British Columbia
October 21-24, 1970

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EC 031 527

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Preface

Administrative Procedures and Program Organization is a collection of 9 papers selected from those presented at the CEC Northwest Regional Conference in Vancouver, British Columbia, October 25-29, 1972. These papers were collected and compiled by The Council for Exceptional Children, Arlington, Virginia. Other collections of papers from the conference have been compiled and are available from the ERIC Document Reproduction Service. Other collections announced in this issue of Research in Education may be found by consulting the Institution Index under Council for Exceptional Children or the Subject Index under Exceptional Child Education. Titles of these other collections are:

Involvement of Parents in School Programs
Pre- and Inservice Teacher Training
Social and Institutional Changes in Special Education
Teaching Strategies, Methods, and Instructional Materials

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Norman Cole
State Department of Education of Minnesota

Man is born alone and dies alone - there is nothing cooperative about these events. Yet during his entire life, his every move is modified by his need to cooperate with his fellowmen. Regionalism is based on the premise that man can best help one another by cooperating. To some people this represents the epitomy of cooperation and is considered too regulatory and mandating for easy acceptance. To others it is simply a natural progression of man's progressiveness toward helping each other.

The greatest deterrent to good regional development is man's unwillingness to cooperate. Mechanical problems perpetuate the law, share out abuse of regionalism, but ultimately every man must buy the notion if any are to profit. Legislation in many states has thrust the concept of regionalism down upon the people. This has taken many forms over the past years, starting with the formation of the union between states, later by the establishing of county boundaries, city and township boundaries and now multi-county boundaries or regionalism.

Education - the biggest public supported agency in our U.S. - remains complex. To regionalize education involves monolithic governmental structures of counties, villages, townships, cities and state, that are steeped in tradition over generations. To design more economical educational programs that are far superior to the old remains relatively simple; to finance these programs is only slightly more difficult. The most critical problem is how to implement new programs.

This paper is intended to suggest a few techniques that have merit in bringing regional services to handicapped children. One major premise that transcends all techniques is local school involvement. Naturally, this idea would be recognized by most as essential if services are to survive and survive; however, the nature and sequence of the involvement are the critical elements.

Many people struggling with the issues relevant to bringing special services to children in rural areas are inclined to feel that there needs to exist more state legislation. They feel that the power of legislation will enable them to better handle their problems. That is, greater amounts of state aid, mandatory attendance, mandatory classes for all disabilities and mandatory criteria for certification of teachers and supervisors. If only these conditions existed, great programs would result. Others in the special education field think that greater use of closed circuit T.V. and telephone, use of planes and copters, extensive busing of children, greater numbers of trained teachers or developing forms of intermediate educational units would solve the problems of educating the handicapped in remote areas.

Having had an opportunity to work in two states and being responsible for the design and implementation of comprehensive special education services through setting up four regional cooperatives involving a total of 74 school districts, I submit that the only thing needed to bring services to children is a smart communication mechanism. Such a mechanism provides brainstorming sensitivity to the issues and results in major program development very rapidly. This happens when most of the above are only minimally available and the others remain blue sky. Therefore, strategies to involve local school staff are the only real issues of significance in interdistrict planning.

Setting up interdistrict cooperatives for piecemeal services is costly and only minimally useful in helping children. In one coop that I set up there had existed psychological services prior to my arrival. These services were sold to schools by Mental Health Clinics and by school districts in the area. The school psychologist was assigned a number of days to each district and reported that many days during the school year. In most districts he was welcomed and used by school staff either to test children or consult with teachers. Following a review of the reports returned to the schools by the psychologists, I found that over a 3 year period the school personnel had received over 17,000 recommendations on children. For example, one child was recommended for speech therapy, one hour a day of tutoring in reading, 5 day in school due to cardiac problems, parents were recommended for monthly teacher conferences and PPT was requested to investigate programming for future school planning. Five recommendations made - all of them appropriate for the child's educational program. The school staff never carried out a single one. This is a typical situation in rural schools. The question that remains to be answered is, "Why were these psychologists allowed to continue?" The point is that this is an example of piecemeal planning.

My topic today is to outline strategies to terminate piecemeal services or, better yet, allow them to fit into a comprehensive plan.

The title of my paper is "Recipe for Interdistrict Planning in Special Education." I firmly believe that we should and must stop discovering the wheel. We must look around us at what has been done and benefit from their errors and achievements.

I receive phone calls and letters from new directors of special education frequently, asking me to send them something on how to set up a rural cooperative. I have talked with directors who have had years in the business of operating such coops. They are continuously groping for handles, each thinking their situation is unique.

The nature of all of us is to think that we have some special problems in our areas. But to me a retarded child in the same in East Overshoe as it is in West Overshoe. School systems are by-in-large the same - some need money and others need more money.

Let's begin to attack the problem of designing comprehensive services by stating our immediate objectives:

1. <u>To develop within two years a mechanism that will sensitize school administrators to comprehensive special education services.</u>

2. <u>To inservice "key" school superintendents on comprehensive special</u>

education services.

Let us take for granted that someone is providing the thrust for this development. This someone may be a state consultant, a school psychologist, a Mental Health Clinic director, a college staff person, a superintendent of schools, a teacher, a counselor, a staff person from the IHE, or maybe a director of special education in a school district or a parent.

Strategy 1.
Determine past cooperatives or past attempts at coops between local districts. For example, athletic districts, location of large communities for shopping, existing cooperative efforts like speech therapy or psychological services. Obtain this information from the state department athletic handbook, visit special education office in the state department.

(See map of athletic districts in Northwest. See map of ESDC. See location of bay cities. See social worker and speech coops.)

Strategy 2.
Determine how many school districts are needed to have a minimum student population of 30,000. It may be 5 or 30.

(See maps of 4 coops.)

Strategy 3.
Develop a map outlining the projected regions and service areas, recognizing that the entire area is large enough to support low incidence handicapped, e.g., blind, hearing and crippled.

(See maps of ESDC, CSDC and TSDC and CSDA #7. See Service Area maps.)

Strategy 3A.
Design a working administrative manual. See manual.

(See sample policy statements - special education director, therapy services.)

Strategy 4.
Estimate the number of children you would expect to find using national incidence figures.

(See 4 charts of each coop.)

Strategy 5.
Get out and meet all school superintendents and determine what they see as their problems. This should give you an idea of the strong and weak leadership within your proposed coop. Do not mention the plan for the projected cooperative.

Strategy 6.
Call together the strong superintendents, not more than 5 or 6. This group would be your regional advisory board or ESC. Do not expect to get much information from this group, but rather see how they work as a group. This meeting should be used for

pre to review - "What are comprehensive services and what are the present state laws?" Be very direct and share knowledge of these two items. Have the agenda entitled, "Where are we in meeting the needs of our handicapped children?" Many of the committee members will think that special education is simply a class for retarded. Do not imply that this is the case, but rather get directly into comprehensive services and ask if they would next again and discuss a specific plan to get these services.

(Use sample sheets of overhead series.)

Strategy 7.
Make visitations to comprehensive programs.

Strategy 8.
Call a second meeting of the BAC and present proposed regions and service areas; also show projected figures of children. Do not let them demand a census of needs in their districts. Simply indicate that many children are there and that a plan on how to serve children is more important than finding them. Incidence figures are an excellent basis for planning - pre can generally expect the actual to exceed these incidence figures by 2 - 5%. Point out that you are not discussing budgets at this meeting, only a proposed geographical area with enough children to support comprehensive services. Get the BAC to come up with alternate areas larger or smaller. This is the first move to get local input or sensitivity. They will have questions, but indicate that nothing is perfect and that this is a working plan each school district must accept or reject. Get a verbal endorsement of a proposed region, tested to a population base of at least 10,000 even if it involves 200 miles across the area. Ask for this committee to appoint a temporary chairman.

Strategy 9.
Ask for a meeting of all the school superintendents involved in the proposed regions. Use existing organizations if possible, e.g., area superintendents conference. Have each BAC member take responsibility for certain phases of the meeting involving all superintendents. For example, the chairman will invite the area superintendents using his school stationery; he will also preside at the meeting. Another member can present the overhead series on state laws, pre discuss comprehensive services, another BAC member discusses the proposed map making sure this person represents one of the smallest school districts. Have this person outline how the area was existing cooperatives, affiliate areas, etc. Have another BAC person discuss the service areas. Make sure you have little to do with presenting the proposed region or service area. Ask for discussion, but do not push for approval of the proposed interdistrict cooperation.

Strategy 10.
Visit every school superintendent and solicit his personal reaction to the plan. Do not visit any schools that did not attend; they will get no board later through local administrative pressure.

Strategy 11.

You have met at this point presented a service plan or budget for the region. This causes considerable confusion and concern among the superintendents. The next strategy is to have another meeting with the SAI and at this meeting you must get to vote and talk.

(See Regional Interdistrict Planning Areas diagram.)

Briefly describe the 3 systems which tie up all the services. Not explain the administrative system as the first item to handle. Also, for report purposes, point out the magnitude of the Child Study System. This will interest them from a finance point of view; point out the dollars available from helping agencies, DVR, Crippled Children, State Blind Services, etc.

(See Increment of Resources sheet.)

Strategy 12.

Make a second visitation to comprehensive programs.

Strategy 13.

Ask the SAI to schedule a second meeting of all the superintendents in the proposed area. Three objectives for this second meeting which will formalize an administrative system are:

1. Get a BOE formalized.
2. Get resolutions signed formalizing a BOE (Regional Interdistrict Council).
3. Verbal support for a director of special education.

Have the BOE chairmen handle the meeting, but remember he will not want the responsibility for presenting the resolution statement for the BOE - that's your job. Tell them you will more clearly understand their intentions if they have actually signed up to discuss details of serving children. Tell them that unless there are enough districts to form a population of 90,000, it isn't worth going any further.

(See resolution statement. See policy statement from manual.)

Strategy 14.

If you have not been successful in obtaining signatures for the proposed region, you are not a diplomat. Assuming you have and you are not the director of special education, you must write and market a proposal to hire a director. Do not attempt to ask for local support for this person or you will lose the whole show. Title VI of ESEA or a private foundation are good prospects for funding this position. Write the proposal for complete support - less state aid if any are available. Make the salary attractive. It will need to be $16,000-17,000. This, of course, will probably be much higher than many of the superintendents. Don't worry about this point - write it up. I have hired 3 and all have been higher than most of the area superintendents. You must, of course, sell this to the BOE Board, since one of these districts will probably hire the person under contract. Continue to visit your

SAC Board and tell them what is happening with your proposal. Send copies of the proposal to each SAC member. Give a director of special education services, one who knows comprehensive programs and is an administrator. Try and get a doctoral level person; this is critical for many reasons, e.g., recruitment, prestige for the Council, school board respect.

Strategy #5.
The first task of the director is to present an overall budget to the SAC. This may be a million or more; in addition he must present the administrative manual showing job descriptions of staff in the SCSE.
The director will receive a lot of heat on the budget and must continue to call SAC meetings and meet individually to discuss and sensitize these key superintendents. This may take three meetings or more. In addition, he must show up in schools and make himself visible. Give as much direct service as possible.

Strategy #6.
Take the SAC Board as a visitation to comprehensive programs for blind, deaf, crippled, state institutions, etc. Do not allow them to present the total budget to the SCSE; they will do this informally. Many SCSE members will be clinically hostile when you see them in their schools. They will imply that you are blue-skying and not practical. Do not attempt to defend the budget to any superintendent other than the SAC. Also, do not expect any of them to accept the budget as you presented it. (End of first year.)

Strategy #7.
After the visitation by the SAC, wait until the fall term and hold your first SCSE meeting and request new members on the SAC.

Strategy #8.
Conduct the SAC meeting using Strategy No. 6.

Strategy #9.
Visitation of comprehensive programs.

Strategy #10.
In January you must meet with the SAC and break down the budget by program and relate this to the administrative manual. Sell the SAC Board on your priority program and show local school district cost.

Strategy #11.
Ask the SAC chairman to present to the SCSE the budget for one program, for example, speech therapy. In addition, get the signatures of all school superintendents on the policy to conduct comprehensive speech programs. Remember, they have not committed dollars, but only that they want to conduct comprehensive speech therapy services. Each district will need an exact budget submitted to the superintendent before the February school board meeting. This should come from the SAC chairman.

Strategy 22.
Make sure that all activities of the BOC and BOC have been published since the beginning and don't give any visibility to the director of special education but to the BOC chairman and BOC board. Include all visitations and formulation of councils.

Strategy 23.
Recruit speech therapists by having a college come in and design a regional program and they will usually fill the positions for you.
This is where the payoff comes in regional planning. You have now accomplished your objectives:

1. To develop within two years a mechanism that will sensitize school administrators to comprehensive special education services.
2. To interview "key" school superintendents on comprehensive special education services.

Results:
1. Completion of an administrative system.
2. Established a school population base so you can compete for federal dollars.
3. Demonstrated that the organization is not bureaucratic but has local control.
4. Interviewed a large number of key personnel.

Now have the BOC board function as the vehicle for obtaining funds to complete the BOCE. These superintendents will run with the plan since they know what the total picture looks like.

Strategy 24.
Report No. 17.

Strategy 25.
Report No. 6.

Strategy 26.
Report No. 7.

Strategy 27.
Report No. 11.

Strategy 28.
Report No. 21.

[illegible]

Results of these strategies include:
1. One cooperative has $700,000.00 local and state money. It is starting its fourth year of operation.
2. Second cooperative has $[illegible],000.00 local and state money and is in its third year.
3. Third cooperative has $900,000.00 local, federal and state money and is in its third year.
4. Fourth cooperative has $750,000.00 federal and state money and is in its second year.

Total handicapped children being served now in these cooperatives -

8,000

Total projected handicapped children to be served by these cooperatives -

14,000

Total handicapped children receiving specialized services four years ago -

1,500

YEAR I

Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.
1 - 5	6 7	8	9 10	11 12	13	14	14	14			
22	22	22	22	22	22	22	22	22			

YEAR II

Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.
15 16	15 16	17	18 19	20 21	23	23	23	23			
22	22	22	22	22	22	22	22	22			

YEAR III

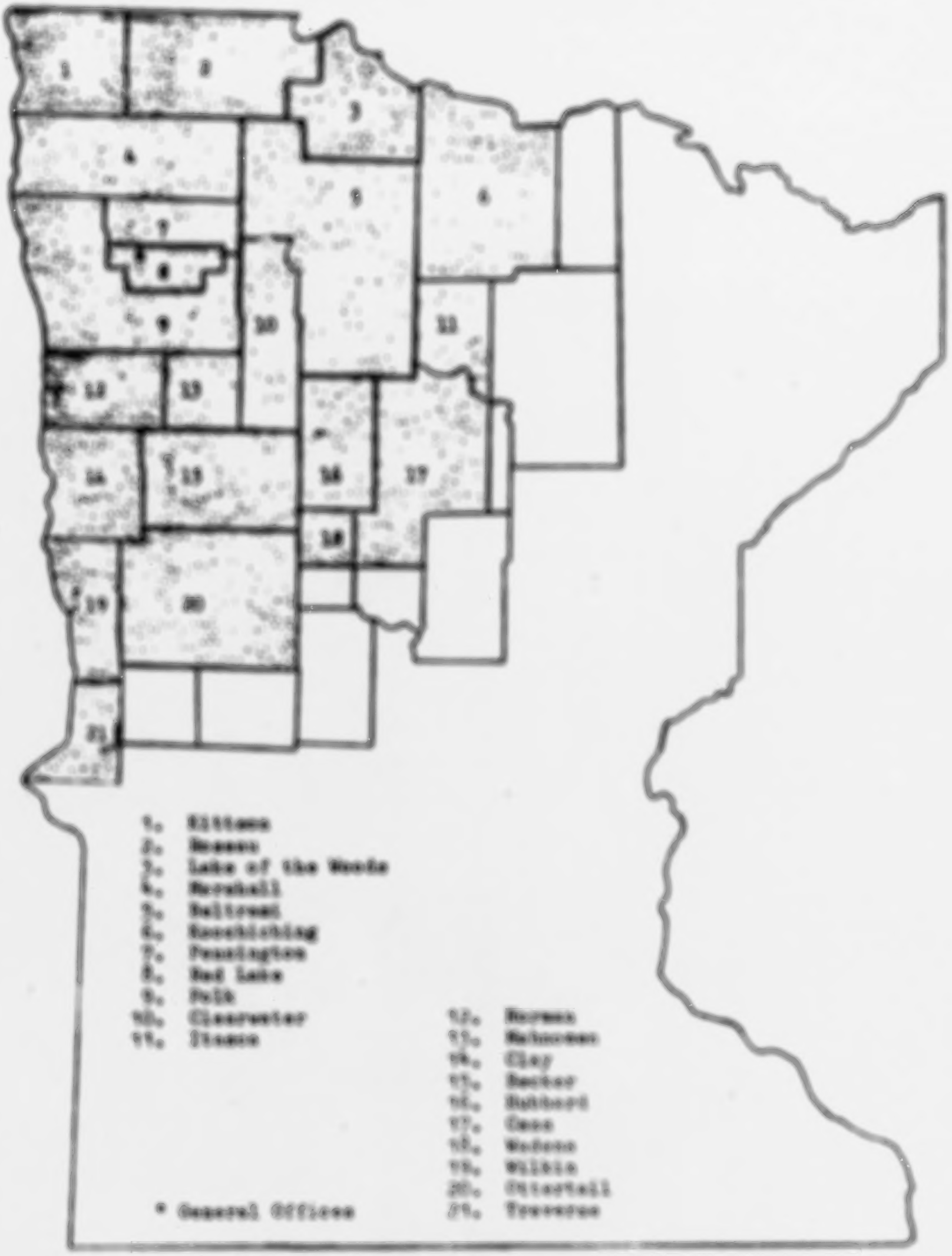
Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	April	May	June	July	Aug.
	24 25	26	27	28							
22	22	22	22	22	22	22	22	22			

Strategy No. 1

13

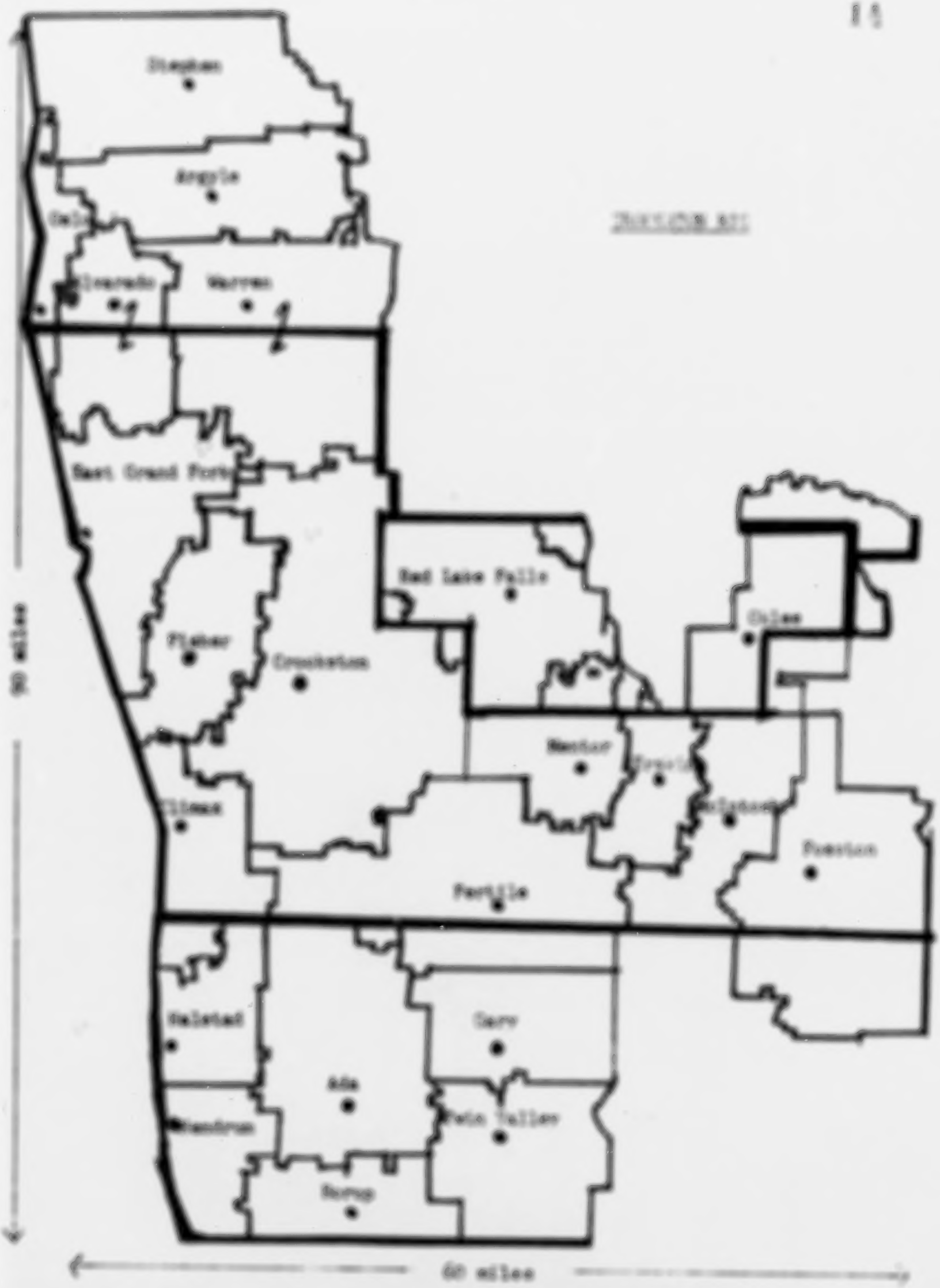
10

NORTHWEST MINNESOTA EDUCATIONAL RESEARCH AND DEVELOPMENT COUNCIL MAP



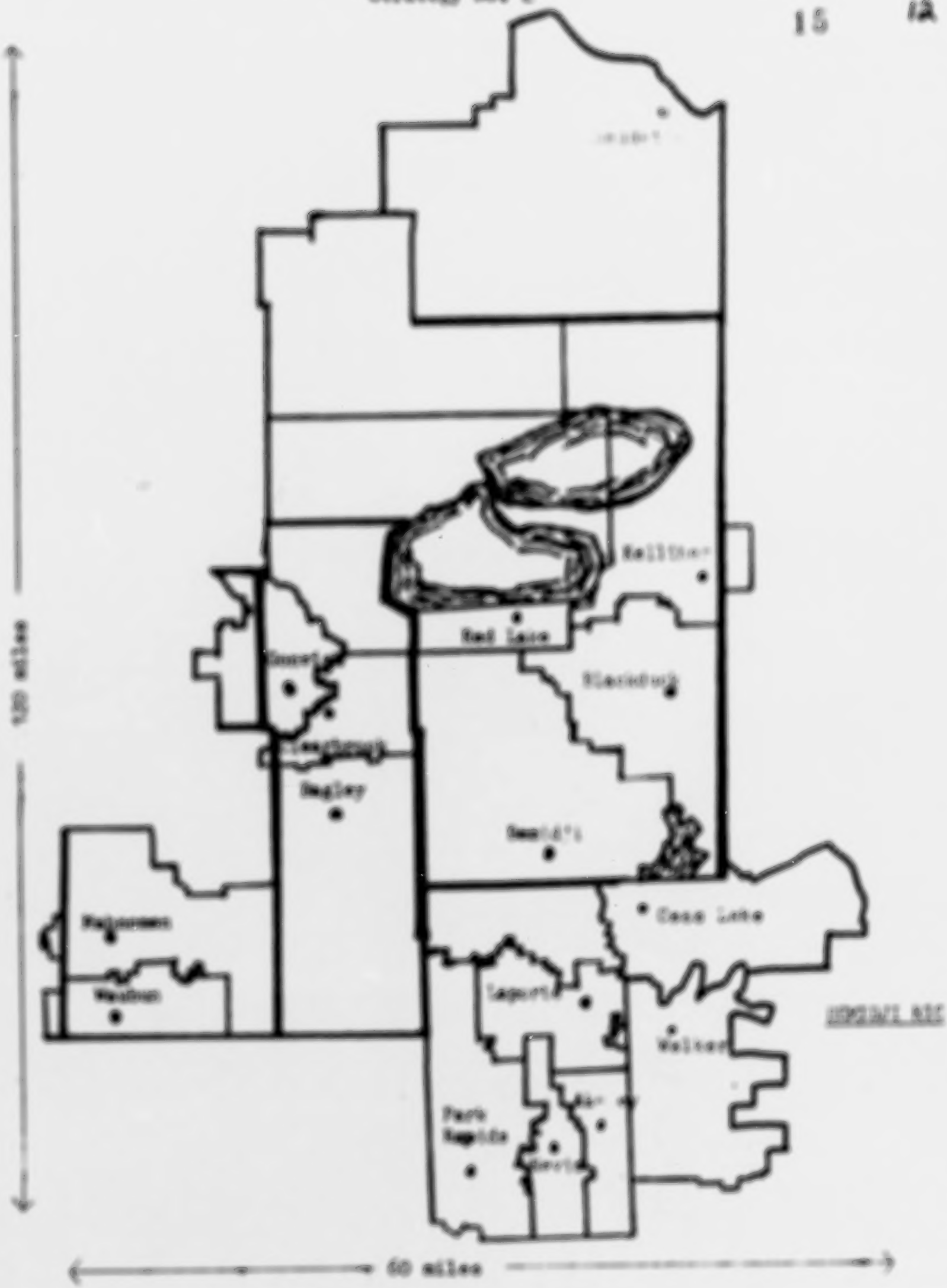
1. Kittson
2. Roseau
3. Lake of the Woods
4. Marshall
5. Beltrami
6. Koochiching
7. Pennington
8. Red Lake
9. Polk
10. Clearwater
11. Itasca
12. Norman
13. Mahnomen
14. Clay
15. Becker
16. Hubbard
17. Cass
18. Wadena
19. Wilkin
20. Otter Tail
21. Traverse

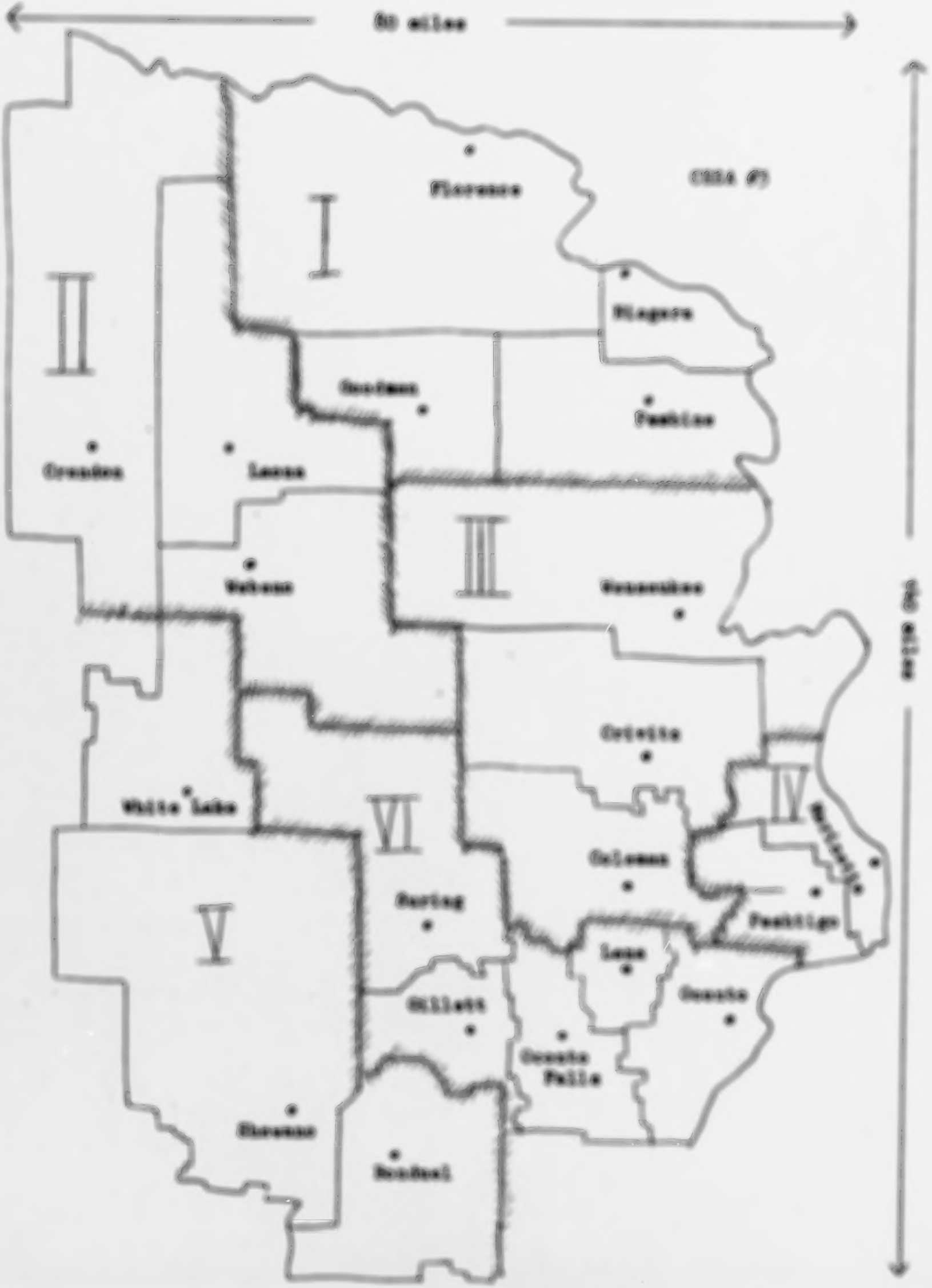
* General Offices


Sheridan
Argyle
Warren
West Grand Forks
Red Lake Falls
Oslee
Fisher
Crookston
Mentor
Climax
Fertile
Halstad
Ada
Hendrum
Twin Valley
Borup
Preston
30 miles
60 miles

Strategy No. 2

15 12




80 miles
Florence
Niagara
Pontiac
Laona
Oconto
Wausaukee
White Lake
Antigo
Pelican Rapids
Pembine
Oconto Falls
Shawano
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II
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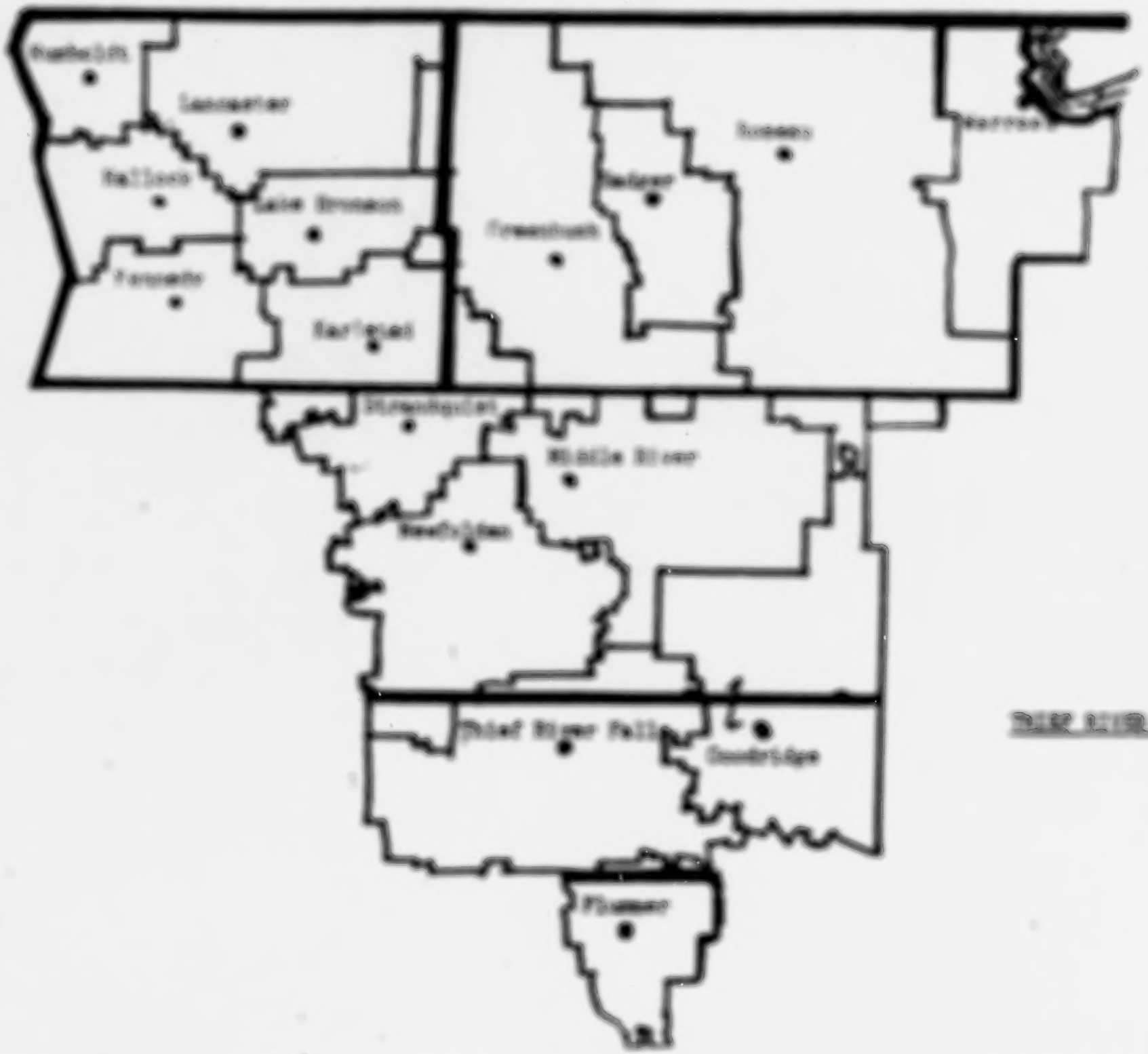
VI
VII

90 miles



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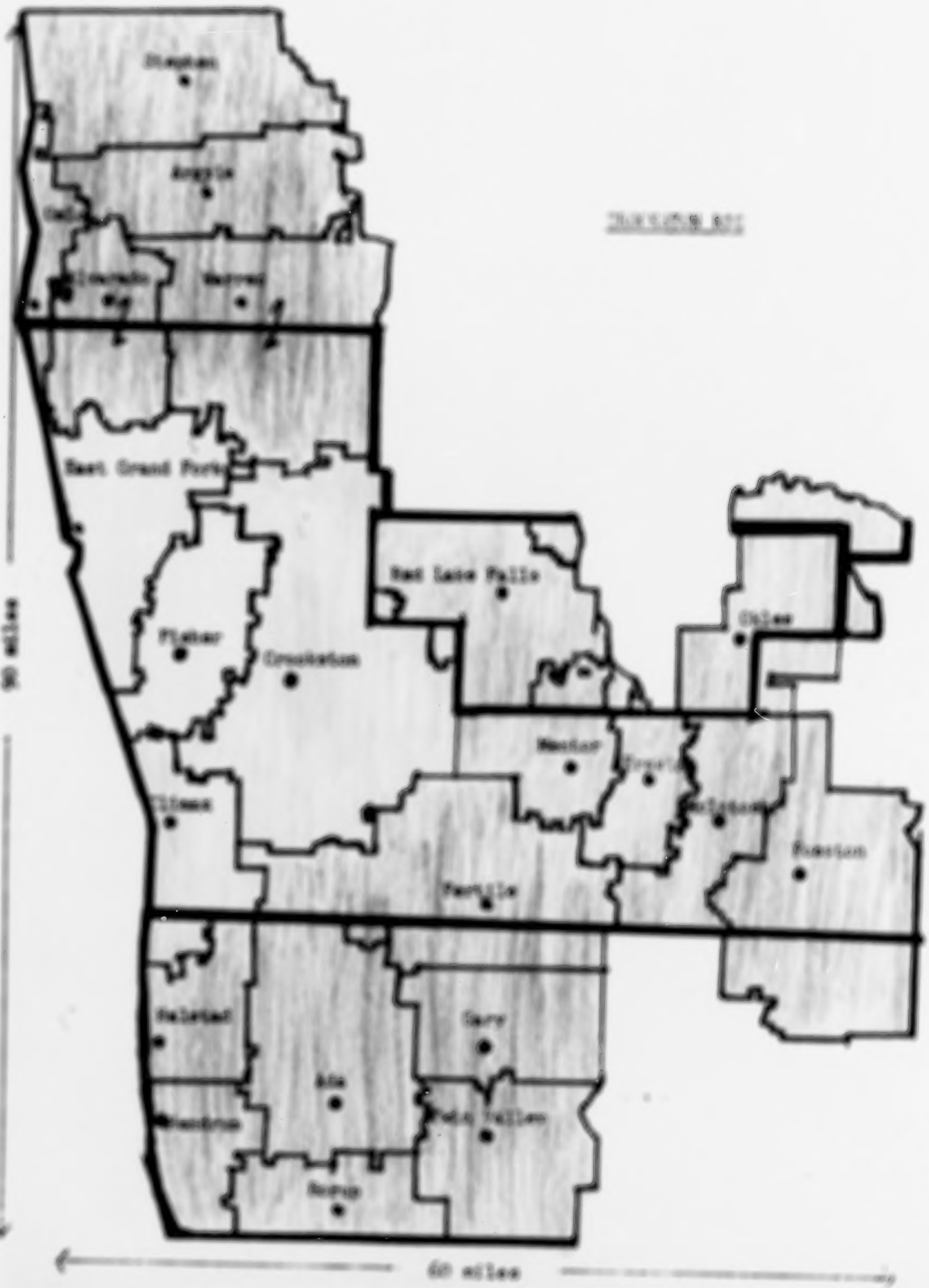
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Scott Bluff
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Morrill
Hemingford
Alliance
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Hay Springs
Chadron
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Sidney
Kimball
Bridgeport
Dalton
Lodgepole
Oshkosh
Potter
Dix
Chappell
Sunol
Julesburg
Ovid
Sedgwick
Holyoke
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Walsenburg
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Trinidad
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Weston
Segundo
Starkville
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Segundo
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Branson
Kim
Farisita
Branson
Kim
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La Junta
Las Animas
Hasty
Bristol
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Bristol
Granada
Lamar
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Wiley
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Coolidge
Coolidge
Springfield
Springfield
Campo
Campo
Eads
Eads
Kit Carson
Kit Carson
Cheraw
Cheraw
Sheridan Lake
Sheridan Lake
Arapahoe
Arapahoe
Haswell
Haswell
Towner
Towner
Wild Horse
Wild Horse
Kanorado
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Seibert
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Joes
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Hugo
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Limon
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Branson
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Kim
Kim
Farisita
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La Junta
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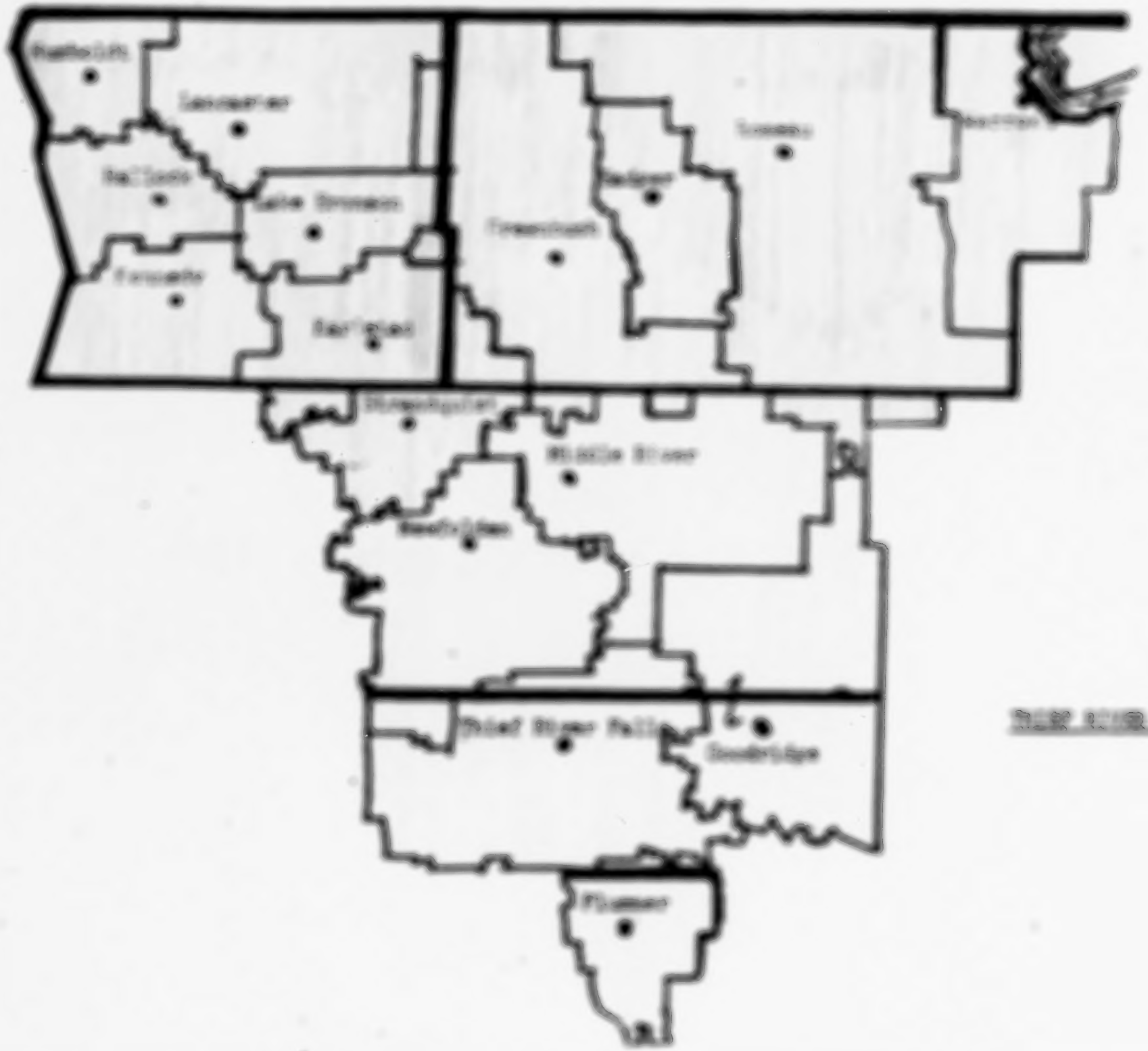
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Auburn
Cortland
Binghamton
Elmira
Corning
Hornell
Wellsville
Olean
Jamestown
Dunkirk
Buffalo
Niagara Falls
Rochester
Batavia
Geneva
Canandaigua
Ithaca
Owego
Chemung
Tioga
Bradford
Allegany
Cattaraugus
Chautauqua
Erie
Genesee
Orleans
Monroe
Wyoming
Livingston
Ontario
Yates
Seneca
Tompkins
Schuyler
Steuben
90 miles

Strategy No. 3

80 miles

Florence

Niagara

Pembina

Cavalier

Walsh

Ramsey

Benson

Eddy

Foster

Wells

Sheridan

McHenry

Pierce

Rolette

Towner

Cavalier

Pembina

Walsh

Ramsey

Nelson

Eddy

Foster

Wells

Benson

Sheridan

McHenry

Pierce

Rolette

Towner

I

II

III

IV

V

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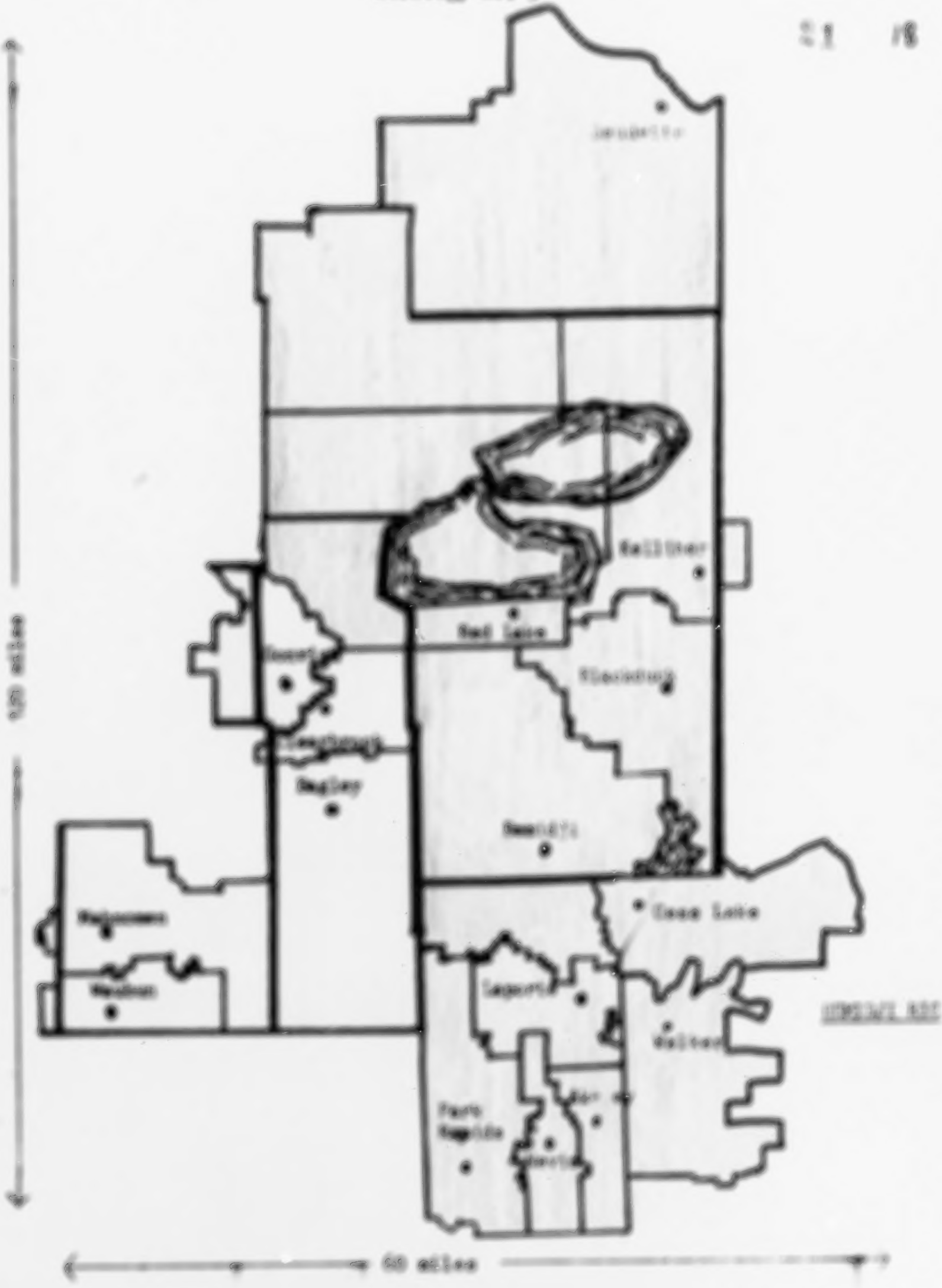
VII

80 miles

Strategy No. 3



Special Education
Code No. C-901
9/69

INDEX TITLE: Administrative Series No. 900

Policy Title: Director of Special Education Code No. 958

It is the policy of the Regional Interdistrict Council (RIC) to employ and supervise a qualified Special Education Director.

Special Education
Code No. C-101
9/69

SECTION TITLE: Instructional Programs Series No. 400

Policy Title: Speech Therapy Code No. 405

It is the policy of the Regional Interdistrict Council to develop and maintain an adequate number of speech therapists to conduct quality Special Education programs throughout the Regional Interdistrict Council area.

Crookston Zone

Counties	Total Population	EMR		TMR		Speech		Hearing		Visual		Physically & Health Impaired		Special Learning Disability	
		Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.
Marshall (West)	2,564	51		8		90		15		23		51		77	
Norman	2,377	52		8		90		15		23		52		77	
Polk	8,737	175		26		306		52		79		175		262	
Red Lake	1,498	30		5		52		9		13		30		45	
Totals	15,376	308		46		538		92		138		308		461	
Parochial Sch.	Aggr. 2,063	41		7		72		12		19		41		62	

Enrolled Pupils

Counties	Total Population	EMR		TMR		Speech		Hearing		Visual		Physically & Health Impaired		Special Learning Disabilities	
		Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.	Poss.	Act.
Beltrami	6,268	125		19		219		38		56		125		188	
Clearwater	2,258	45		7		79		3		20		45		68	
Hubbard	3,000	60		9		105		18		27		60		90	
Roseau	3,180	24		4		45		7		33		24		35	
Lake of the Woods	3,154	24		4		42		7		33		24		36	
Mahnomen	2,195	44		7		77		13		20		44		66	
Totals	16,096	322		50		563		97		145		322		483	
Parochial Schools	Appr. 3,325	27		4		46		8		12		27		40	

Strategy 6

CHART A

Public School District	EMR		TMR		Speech		Hearing		Visual		Emot.		ED Services		Orthopedic	
	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Actual P.P.P.	Proc.	Act. P.P.
Brentwood	20	15	5		51	3	15		2	5	102	10	25	5	2	
Coleman	24	10	5	1	59	1	18		2	4	118	6	30	3	2	
Cressbee	20	15	5	1	50	2	15	2	2		100	8	24	3	2	
Crivits	15	16	4		38	6	12		2	3	77	9	19	1	2	
Florence	18	9	5	1	46	1	14	1	2	3	91	4	23	1	2	2
Gillett	20	7	5	1	50	2	15	2	2	2	100	3	25	4	2	
Goodnes	6	3	2		14		4	1	6	4	28	2	7	1	.6	
Leona	9	5	2	2	24	1	9	3	1	1	48	3	12		.9	1
Lone	13	2	3	1	32	2	9	2	1	4	63	9	16	3	1	
Marionte	60	18	15	1	150	7	45	2	6	3	301	13	75	9	6	
Niagara	16	5	4	0	41	2	2	2	2	4	82	4	21	4	2	
Oconto	28	5	7		69	2	21	2	3	4	139	5	35	4	3	
Oconto Falls	34	4	8	3	85		26	2	3	1	171		42	2	3	1
Pashico	5		2		13		4		.5		26		7		.5	
Peshtigo	21	7	5		52	2	16	3	2	1	105	4	26	3	2	
Shawano	68	2	17	1	171	1	51	2	7	2	342	1	86		7	

Note: P.P.P. - Pupil Personnel Project

WHAT ARE THE NECESSARY STEPS TO DEVELOP

COMPREHENSIVE SPECIAL EDUCATION SERVICES?

Section 1.

Subdivision 4. Every child who is deaf, hard of hearing, blind, partially seeing, crippled or who has defective speech or who is otherwise physically impaired to help or limit so that he needs special instruction and services, but who is educable as determined by the standards of the state board is a handicapped child.

Subdivision 5. Every child who is mentally retarded in such degree that he needs special instruction and services, but who is educable as determined by the standards of the state board is a handicapped child.

Subdivision 7. Every child who by reason of an emotional disturbance or a special behavior problem needs special instruction and services, but who is educable, as determined by the standards of the state board is a handicapped child.

Subdivision 8. Every child who is mentally retarded in such degree that he requires special training and services and who is trainable as defined by standards of the state board is a trainable handicapped child.

Strategy 6

SECTION 120.17 HANDICAPPED CHILDREN

Subdivision 1. SPECIAL INSTRUCTION FOR HANDICAPPED CHILDREN. Every district and unorganized territory shall provide special instructions and services for handicapped children of school age who are residents of the district and who are handicapped as set forth in Minnesota Statutes, section 120.17, Subdivisions 1, 2 and 3. Every district and unorganized territory may provide special training and services for school age residents of the district who are handicapped as set forth in Section 1. School age means the ages of four years to 21 years for children who are deaf, blind, crippled, or have speech defects; and five years to 21 years for mentally retarded children; and shall not extend beyond secondary school or its equivalent. Every district and unorganized territory may provide special instructions and services for handicapped children who have not attained school age. Districts with less than the minimum number of eligible handicapped children as determined by the state board shall cooperate with other districts to maintain a full sequence of programs for education, training and services for handicapped children as defined in Minnesota Statutes 1967, Section 120.03, Subdivisions 1, 2, and 3. A district that decides to maintain programs for trainable handicapped children is encouraged to cooperate with other districts to maintain a full sequence of programs.

FEDERAL SUPPORT

- PL 89-10
  TITLES I, III, VI

- VOCATIONAL EDUCATION AMENDMENTS OF 1968

- MENTAL RETARDATION FACILITIES CONSTRUCTION

- 88-164 TRAINING PROGRAM FUNDS

- ESTABLISHED BUREAU FOR HANDICAPPED

- PRE-SCHOOL LEGISLATION

STATE SUPPORT

DAY CARE BILL

INCREASE IN STATE AIDS

CLARIFICATION OF RESIDENCY

SUPPORT TO STATE INSTITUTIONS

PRE-SCHOOL LEGISLATION

- [illegible] are we now?

- Are women not their own property?

- PROGRAMS DEVELOPED IN PATCHWORK FASHION

- MANY SERVICES WOEFULLY INADEQUATE

- "000"s OF CHILDREN WITHOUT SERVICE

AFTER 17 YEARS, WHY?

- SHORTAGE OF TRAINED PERSONNEL
- ATTITUDES TAKE TIME TO CHANGE
- STATE DEPARTMENT UNDERSTAFFED
- SERVICES ARE VERY EXPENSIVE
- MINNESOTA SCHOOL DISTRICTS TOO SMALL
- POORLY ORGANIZED INTER-DISTRICT EFFORTS
- SPECIAL EDUCATION HAD NO PRIORITY
- DISTANCE A FACTOR IN RURAL AREAS
- LACK OF EXPERIENCED AND TRAINED LEADERSHIP PERSONNEL
- MANY SPECIAL EDUCATION STAFF SECOND-RATE

- FEDERAL GOVERNMENT INVOLVEMENT INCREASING

- TRAINING PROGRAMS FOR TEACHERS HAVE GROWN

- MORE LEADERSHIP PERSONNEL AVAILABLE

- STATE MOVING TO REGIONAL FORMAT

- MORE SCHOOL DISTRICT CONSOLIDATION

- COMMUNITY SERVICES DEVELOPING

- NEW SCHOOLS AND POPULATION TRENDS

- SPECIAL EDUCATION HAS PRIORITY NOW

AND SO ON - - - - - - - -

[illegible]

- [illegible]
- [illegible]
- [illegible]
- [illegible]
- [illegible]
- [illegible]
- [illegible]
- [illegible]
- [illegible]

WHAT ARE

- - SOME SERVICES USUALLY PROVIDED BY A

COMPREHENSIVE SPECIAL EDUCATION PROGRAM

Strategy 6

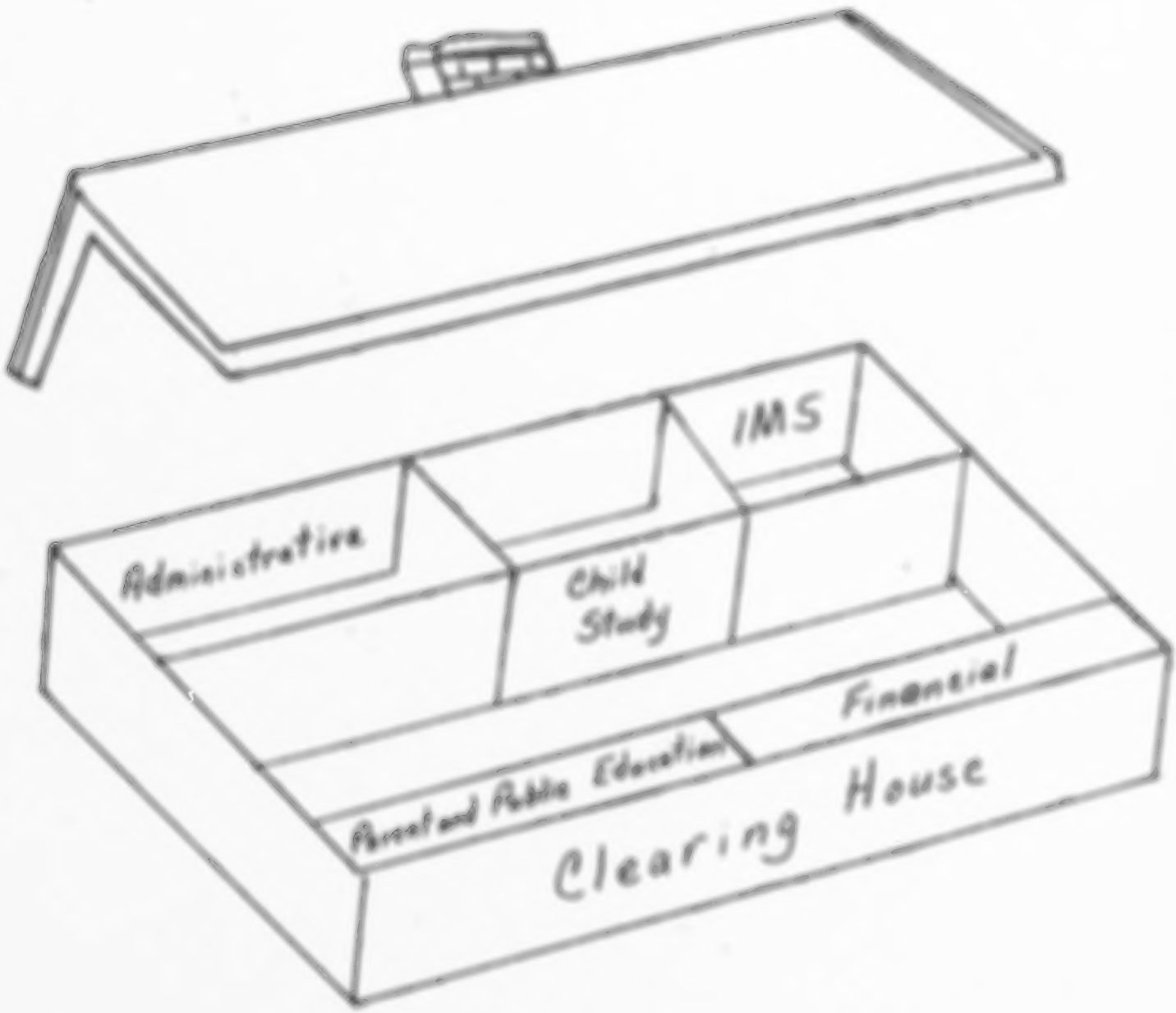
Strategy 6

WHAT SERVICES PROVIDED

- SPECIAL CLASSES
- RESOURCE ROOMS
- INDIVIDUAL TUTORING
- SOCIAL WORK SERVICES
- CHILD STUDY PSYCHOLOGICAL SERVICES
- HOME AND HOSPITAL TEACHING
- PHYSICAL THERAPY
- OCCUPATIONAL THERAPY
- MEDICAL EVALUATION AND SUPERVISION
- PRE-VOCATIONAL TRAINING AND EVALUATION
- JOB PLACEMENT
- SPECIAL TRANSPORTATION
- CASE CONSULTATION FOR NEIGHBORING DISTRICTS
- CHILD MANAGEMENT AIDES
- SPEECH THERAPY
- SPECIAL COMMUNITY STATIONS
- SPECIAL SCHOOL STATIONS
- SEND TO OTHER DISTRICTS
- PARENT EDUCATION

Regional Inter-District Clearing House

RICH



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RESOLUTION STATEMENT
FORMALIZING THE BEMIDJI REGIONAL INTERDISTRICT COUNCIL

Date: April 14, 1970

Section 120.17 (Handicapped Children)

Subdivision 1 - (Special Instruction for Handicapped Children) Every district....shall provide special instruction and services for handicapped children....Districts with less than the minimum number of eligible handicapped children as determined by the state board shall cooperate with other districts to maintain a full sequence of programs for education, training and services for handicapped children.

The signing of this resolution statement implies that your school district intends to work toward the development of a full sequence of special education programs.

Those individuals whose names appear on this statement will be the charter members of the Bemidji Regional Interdistrict Council. This Council will meet and plan together comprehensive services for handicapped children. By signing of this document you do not obligate any financial support to the development of these services, but rather you only obligate yourself to a time commitment to assist in the design of service programs.

NAME	SCHOOL DISTRICT
NAME	SCHOOL DISTRICT
NAME	SCHOOL DISTRICT
NAME	SCHOOL DISTRICT
NAME	SCHOOL DISTRICT

SPECIAL EDUCATION PROBLEMS IN RURAL AREAS

Norman Cole
State Department of Education of Minnesota

Man is born alone and dies alone - there is nothing cooperative about these events. Yet during his entire life, his every move is modified by his need to cooperate with his fellowman. Regionalism is based on the premise that man can best help one another by cooperating. To some people this represents the epitomy of cooperation and is considered too regulatory and mandating for easy acceptance. To others it is simply a natural progression of man's gregariousness toward helping each other.

The greatest deterrent to good regional development is man's unwillingness to cooperate. Mechanical problems perpetuate the how, where and when of regionalism, but ultimately every man must buy the action if any are to profit. Legislation in many states has thrust the concept of regionalism down upon the people. This has taken many forms over the past years, starting with the formation of the union between states, later by the establishing of county boundaries, city and township boundaries and now multi-county boundaries or regionalism.

Education - the biggest public supported agency in our U.S. - remains complex. To regionalize education involves monolithic governmental structures of counties, villages, townships, cities and state, that are steeped in tradition over generations. To design more economical educational programs that are far superior to the old remains relatively simple; to finance these programs is only slightly more difficult. The most critical problem is how to implement new programs.

This paper is intended to suggest a few techniques that have merit in bringing regional services to handicapped children. One major premise that transcends all techniques is local school involvement. Naturally, this idea would be recognized by most as essential if services are to arrive and survive; however, the nature and sequence of the involvement are the critical elements.

Many people struggling with the issues relevant to bringing special services to children in rural areas are inclined to feel that there needs to exist more state legislation. They feel that the power of legislation will enable them to better handle their problems. That is, greater amounts of state aid, mandatory attendance, mandatory classes for all disabilities and mandatory criteria for certification of teachers and supervisors. If only these conditions existed, good programs would result. Others in the special education field think that greater use of closed circuit T.V. and telephone, use of planes and copters, extensive bussing of children, greater numbers of trained teachers or developing forms of intermediate educational units would solve the problems of educating the handicapped in remote areas.

Having had an opportunity to work in two states and being responsible for the design and implementation of comprehensive special education services through setting up four regional cooperatives involving a total of 74 school districts, I submit that the only thing needed to bring services to children is a sound communication mechanism. Such a mechanism provides transcending sensitivity to the issues and results in major program development very rapidly. This happens when most of the above are only minimally available and the others remain blue sky. Therefore, strategies to involve local school staff are the only real issues of significance in interdistrict planning.

Setting up interdistrict cooperatives for piecemeal services is costly and only minimally useful in helping children. In one coop that I set up there had existed psychological services prior to my arrival. These services were sold to schools by Mental Health Clinics and by school districts in the area. The school psychologist was assigned a number of days to each district and reported that many days during the school year. In most districts he was welcomed and used by school staff either to test children or consult with teachers. Following a review of the reports returned to the schools by the psychologists, I found that over a 3 year period the school personnel had received over 17,000 recommendations on children. For example, one child was recommended for speech therapy, one hour a day of tutoring in reading, ½ day in school due to cardiac problems, parents were recommended for monthly teacher conferences and SVR was requested to investigate programming for future school planning. Five recommendations made - all of them appropriate for the child's educational program. The school staff never carried out a single one. This is a typical situation in rural schools. The question that remains to be answered is, "Why were these psychologists allowed to continue?" The point is that this is an example of piecemeal planning.

My topic today is to outline strategies to terminate piecemeal services or, better yet, allow them to fit into a comprehensive plan.

The title of my paper is "Recipe for Interdistrict Planning in Special Education." I firmly believe that we should and must stop discovering the wheel. We must look around us at what has been done and benefit from their errors and achievements.

I receive phone calls and letters from new directors of special education frequently, asking me to send them something on how to set up a rural cooperative. I have talked with directors who have had years in the business of operating such coops. They are continuously groping for handles, each thinking their situation is unique.

The nature of all of us is to think that we have some special problems in our areas. But to me a retarded child is the same in East Crenshaw as it is in West Crenshaw. School systems are by-in-large the same - some need money and others need more money.

Let's begin to attack the problem of designing comprehensive services by stating our immediate objectives:

1. To develop within two years a mechanism that will sensitize school administrators to comprehensive special education services.

2. To inservice "key" school superintendents on comprehensive special

education services.

Let us take for granted that someone is providing the thrust for this development. This someone may be a state consultant, a school psychologist, a Mental Health Clinic director, a college staff person, a superintendent of schools, a teacher, a counselor, a staff person from the IVR, or maybe a director of special education in a school district or a parent.

Strategy 1.
Determine past cooperatives or past attempts at coops between local districts. For example, athletic districts, location of large communities for shopping, existing cooperative efforts like speech therapy or psychological services. Obtain this information from the state department athletic handbook, visit special education office in the state department.

(See map of athletic districts in Northwest. See map of ESDC. See location of key cities. See social worker and speech coops.)

Strategy 2.
Determine how many school districts are needed to have a minimum student population of 10,000. It may be 3 or 30.

(See maps of 4 coops.)

Strategy 3.
Develop a map outlining the projected regions and service areas, recognizing that the entire area is large enough to support low incidence handicapped, e.g., blind, hearing and crippled.

(See maps of NRIC, CRIC and TRIC and CESA #3. See Service Area maps.)

Strategy 3A.
Design a working administrative manual. See manual.

(See sample policy statements - special education director, therapy services.)

Strategy 4.
Estimate the number of children you would expect to find using national incidence figures.

(See 4 charts of each coop.)

Strategy 5.
Get out and meet all school superintendents and determine what they see as their problems. This should give you an idea of the strong and weak leadership within your proposed coop. Do not mention the plan for the projected cooperative.

Strategy 6.
Call together the strong superintendents, not more than 5 or 6. This group would be your regional advisory board or RIC. Do not expect to get much information from this group, but rather see how they work as a group. This meeting should be used for

you to review - "What are comprehensive services and what are the present state laws?" Be very direct and show knowledge of these two items. Have the agenda entitled, "Where are we in meeting the needs of our handicapped children?" Many of the committee members will think that special education is simply a class for retarded. Do not imply that this is the case, but rather get directly into comprehensive services and ask if they would meet again and discuss a specific plan to get these services.

(See sample sheets of overhead series.)

Strategy 7.
Make visitation to comprehensive programs.

Strategy 8.
Call a second meeting of the RAC and present proposed regions and service areas; also show projected figures of children. Do not let them demand a survey of needs in their districts. Simply indicate that many children are there and that a plan on how to serve children is more important than finding them. Incidence figures are an excellent basis for planning - you can generally expect the actual to exceed these incidence figures by 5 - 8%. Point out that you are not discussing budgets at this meeting, only a proposed geographical area with enough children to support comprehensive services. Get the RAC to come up with alternate areas larger or smaller. This is the first move to get local input or sensitivity. They will have questions, but indicate that nothing is perfect and that this is a working plan each school district must accept or reject. Get a verbal endorsement of a proposed region, insist in a population base of at least 40,000 even if it involves 200 miles across the area. Ask for this committee to appoint a temporary chairman.

Strategy 9.
Ask for a meeting of all the school superintendents involved in the proposed regions. Use existing organizations if possible, e.g., area superintendents conference. Have each RAC member take responsibility for certain phases of the meeting involving all superintendents. For example, the chairman will invite the area superintendents using his school stationery; he will also preside at the meeting. Another member can present the overhead series on state laws, you discuss comprehensive services, another RAC member discusses the proposed coop making sure this person represents one of the smallest school districts. Have this person outline how the area uses existing cooperatives, athletic areas, etc. Have another RAC person discuss the service areas. Make sure you have little to do with presenting the proposed region or service area. Ask for discussion, but do not push for approval of the proposed interdistrict cooperative.

Strategy 10.
Visit every school superintendent and solicit his personal reaction to the plan. Do not visit any schools that did not attend; they will get on board later through local administrative pressure.

Strategy 11.

You have not at this point presented a service plan or budget for the region. This causes considerable confusion and concern among the superintendents. The next strategy is to have another meeting with the BAC and at this meeting you must get to nuts and bolts.

(See Regional Interdistrict Clearing House diagram.)

Briefly describe the 5 systems which tie up all the services. But emphasize the administrative system as the first item to handle. Also, for impact purposes, point out the magnitude of the Child Study System. This will interest them from a finance point of view; point out the dollars available from helping agencies, DVR, Crippled Children, State Blind Services, etc.

(See Document of Resources cover.)

Strategy 12.

Make a second visitation to comprehensive programs.

Strategy 13.

Ask the BAC to schedule a second meeting of all the superintendents in the proposed area. Three objectives for this second meeting which will formalize an Administrative System are:

1. Get a BAC formalized.
2. Get resolutions signed formalizing a RIC (Regional Interdistrict Council).
3. Verbal support for a director of special education.

Have the BAC chairman handle the meeting, but remember he will not want the responsibility for presenting the resolution statement for the RIC - that's your job. Tell them you will more clearly understand their intentions if they have actually signed up to discuss details of serving children. Tell them that unless there are enough districts to form a population of 90,000, it isn't worth going any further.

(See resolution statement. See policy statement from manual.)

Strategy 14.

If you have not been successful in obtaining signatures for the proposed region, you are not a diplomat. Assuming you have and you are not the director of special education, you must write and market a proposal to hire a director. Do not attempt to ask for local support for this person or you will lose the whole show. Title VI of ESEA or a private foundation are good prospects for funding this position. Write the proposal for complete support - less state aid if any are available. Make the salary attractive. It will need to be $16,000-18,000. This, of course, will probably be much higher than any of the superintendents. Don't worry about this point - write it up. I have hired 5 and all have been higher than most of the area superintendents. You must, of course, sell this to the BAC Board, since one of those districts will probably hire the person under contract. Continue to visit your

RAC Board and tell them what is happening with your proposal. Send copies of the proposal to each RAC member. Hire a director of special education services, one who knows comprehensive programs and is an administrator. Try and get a doctoral level person; this is critical for many reasons, e.g., recruitment, prestige for the Council, school board respect.

Strategy 13.
The first task of the director is to present an overall budget to the RAC. This may be a million or more; in addition he must present the administrative manual showing job descriptions of staff in the RICE.
The director will receive a lot of heat on the budget and must continue to call RAC meetings and meet individually to discuss and consolidate these key superintendents. This may take three meetings or more. In addition, he must show up in schools and make himself visible. Give as much direct service as possible.

Strategy 14.
Take the RAC Board on a visitation to comprehensive programs for blind, deaf, crippled, state institutions, etc. Do not allow them to present the total budget to the RAC; they will do this informally. Many RAC members will be minimally hostile when you see them in their schools. They will imply that you are blue-skying and not practical. Do not attempt to defend the budget to any superintendent other than the RAC. Also, do not expect any of them to accept the budget as you presented it. (End of first year.)

Strategy 17.
After the visitation by the RAC, wait until the fall term and hold your first RAC meeting and request new members on the RAC.

Strategy 18.
Conduct the RAC meeting using Strategy No. 6.

Strategy 19.
Visitation of comprehensive programs.

Strategy 20.
In January you must meet with the RAC and break down the budget by program and relate this to the administrative manual. Sell the RAC Board on your priority program and show local school district cost.

Strategy 21.
Ask the RAC chairman to present to the RAC the budget for one program, for example, speech therapy. In addition, get the signatures of all school superintendents on the policy to conduct comprehensive speech programs. Remember, they have not committed dollars, but only that they want to conduct comprehensive speech therapy services. Each district will need an exact budget submitted to the superintendent before the February school board meeting. This should come from the RAC chairman.

Strategy 22.
Make sure that all activities of the BIC and BAC have been published since the beginning and don't give any visibility to the director of special education but to the BIC chairman and BIC board. Include all visitations and formalizing of records.

Strategy 23.
Recruit speech therapists by having a college come in and design a regional program and they will usually fill the positions for you.
This is where the payoff comes in regional planning. You have now accomplished your objectives:

1. To develop within two years a mechanism that will sensitize school administrators to comprehensive special education services.
2. To inservice "key" school superintendents on comprehensive special education services.

Results:
1. Completion of an administrative system.
2. Established a school population base so you can compete for federal dollars.
3. Demonstrated that the organization is not bureaucratic but has local control.
4. Inserviced a large number of key personnel.

Now have the BAC board function as the vehicle for obtaining funds to complete the BICH. These superintendents will run with the plan since they know what the total picture looks like.

Strategy 24.
Repeat No. 17.

Strategy 25.
Repeat No. 6.

Strategy 26.
Repeat No. 7.

Strategy 27.
Repeat No. 11.

Strategy 28.
Repeat No. 21.

[illegible]

Results of these strategies include:
1. One cooperative has $700,000.00 local and state money. It is starting its fourth year of operation.
2. Second cooperative has $185,000.00 local and state money and is in its third year.
3. Third cooperative has $300,000.00 local, federal and state money and is in its third year.
4. Fourth cooperative has $750,000.00 federal and state money and is in its second year.

Total handicapped children being served now in these cooperatives -
8,000

Total projected handicapped children to be served by these cooperatives -
14,000

Total handicapped children receiving specialized services four years ago -
1,500

SPECIAL EDUCATION AND GOVERNMENT

David C. Hamelil
University of British Columbia

6 [illegible][1]

Canada has a federal form of government in which responsibility for the organization and administration of public education is exercised by provincial governments. The only important exception to this principle has been in the arrangements for educating Indians and Eskimo, inmates of penitentiaries, some of whom are children, and some of the children of the members of the armed forces. The education of these is, in part, a federal responsibility.

Organization, policies, and practices in education differ from province to province because each has the authority and responsibility for developing its education system as it sees fit. But, except for certain special categories of children, e.g. deaf and blind, the department of education in all directly operate schools. In all provinces, school law provides for the establishment and operation of schools by local education authorities who are held responsible both to the education department of the provincial government and to the local taxpayers. Increasingly administrative responsibility for development of curricula, choice of textbooks and maintenance of academic standards as measured by examinations has been delegated to local boards and school staffs. Thus education has become a provincial-local partnership. 59

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1 The material in this section is drawn from the material prepared by the author for "The Gifted Children" of the [illegible] report of and reproduced in that publication in the section "The Child as Student".
See "The Gifted Children", [illegible], Toronto 1971.

At one time, the provincial departments delegated authority to publicly elected or appointed boards, which functioned as corporations under the school acts and regulations. The original three-man boards were expected to establish and maintain a school, select a qualified teacher and prepare a budget for presentation to the municipal authorities. As towns and cities developed, the original boards remained as units but provision was made in the legislation for urban school boards with more members and generally, although not always, with responsibility for both elementary and secondary schools.

Typically, rural school districts were relatively small, their size determined largely by the need for the use of two room school to be within walking distance of the homes it served. As time went by the realization grew that the manner of living was changing, that farms were becoming larger and more mechanized, that most farmers had trucks and automobiles, that there were fewer children to the square mile and that it would be more efficient and economical to have schools centrally located and transportation to them provided for the children. Also there was considerable discontent among the teachers, as security of tenure was rarely found under the three-man local school boards. These factors, together with the shortage of teachers, differences among the districts in their ability to pay for education, and a demand for secondary school facilities in rural areas all combined to force the establishment of larger administrative units. These are now in effect in most provinces.

School trustees are selected or appointed to provide a measure of local supervision over the spending of public funds on education and to help to relate the public school system to the demands, expectations and standards of the community. They are thus concerned with both educational policies and the

ways by which these are administered, acting in partnership with the provincial government, the school board officials and the teachers' organizations.

Although as school districts have grown in size this role has become more complex and diversified, the basic functions of the school trustee system remain unchanged. In practice, school trustees play an important part in deciding not so much the broad outlines of educational policy for a district, as the interpretation of this in borderline areas, and in formulating policies to deal with problems as they arise. A large part of special education and services for handicapped children - sometimes regarded as frills - fall into a borderline area. It is here that a conflict arises between the trustees' function as watchdogs of the public purse and their sensitivity to community pressure. Traditionally school trustees have been regarded as exerting a conservative influence upon educational developments. Despite the possible historical justification for this view, there nevertheless have been many instances, particularly in recent years, where it has been trustees who have pressed vigorously for change while the opposition has come from school officials and departments of education. It is clear that in the system of checks and balances in educational power, school trustees occupy a key position and that changes in the educational system can only be introduced with their support.

Since the organization and administration of education is primarily the responsibility of local and provincial governments, different methods of financing education have developed in different parts of Canada. A tax on real property, assessed and collected at the local level, has been a traditional way of financing the public schools. Now, revenues derived not only from real estate taxes but more and more from provincial taxes finance the public schools.

these revenues are augmented by federal grants not necessarily labelled for education. when first introduced, government grants to schools were based on such factors as the number of teachers, enrolment, days in session and pupil attendance. somewhat later, special grants were introduced in most provinces to meet a variety of expenses such as the construction of schools, the organization of special classes, the provision of transportation, school lunches and other services for pupils. a number of provinces made provision for equalization grants as a way of coping with distinct disparities within the provinces and now most have a basic funding program of one kind or another.

outside of the public education system there have been other schools, privately operated, which sometimes are for children who have special needs. groups with special interests have played an important role in providing educational opportunities for exceptional children whose needs were, until recently, ignored by those responsible for public education. for example, for children with a common disability, one types of special classes or schools have been started by the parents who have banded together to create, first, the need for and the value of such a service. sometimes these are later taken over or supported, in whole or in part, by different levels of government. when this has happened, those in the voluntary group have quite frequently assumed a new role, devoting themselves to the promotion needs of the young handicapped child or the vocational needs of the older one.

all of these patterns for organizing and financing schools have tended to create a chaotic system of services for the children about whom we are concerned -

with the federal government involved in a few special areas;

with the provinces being solely responsible for the education of certain specialized groups such as the blind and the deaf;

with some local school boards operating and others denying responsibility for the education of children with emotional and learning disorders;

with certain parent or special interest groups establishing and financing special education for children.

The confusions that arise from this administratively diverse array of services are bad enough. More serious are the gaps in service which are a consequence of inadequate and unconventional planning. For many many children with emotional and learning disorders there are no appropriate educational services in the local or provincial school system.

II PROVINCIAL EDUCATIONAL SYSTEMS WITH SPECIAL REFERENCE TO SPECIAL EDUCATION[iii]

Britain like all Provincial Education Acts is the principle enacting public financial responsibility for the education of children in the Province, but all children, as we shall see. There are inevitably age restrictions; these have tended to operate to the detriment of pre-school programs in special education (for example, those for deaf children), even though these may be urgently needed. Further, there are usually exclusions relating to severe mental defect, and sometimes to children with severe emotional and behaviour disorders. Inevitably in practice children can be excluded from school because of unruly conduct, and even because of deviations in dress and appearance.

Generally, the legislation relating to exceptional children forms part of School or Education Acts, which are principally concerned with the structure, operation and administration of an educational system, and not with details of curriculum, organization within schools or questions of educational philosophy

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iii The material in this section is largely drawn from: Wellborn, E. E. and Kendall, D.C.: Report on Legislation and Services for Exceptional Children in Canada. 1965. CEC Canadian Committee.

some implications of this are discussed more fully later. For the present however it may be noted that provisions in these Acts may be mandatory or permissive. Very few specific provisions for exceptional children are mandatory. For the most part they are permissive, either in the sense of allowing for exemptions, or of making it possible for a school district to operate a particular kind of program. To look at this in another way, we find in all provinces universally a provision allowing a school to exclude or not to require the attendance of sick or mentally defective children, yet there are very few examples of legislation that forces or encourages school districts to make appropriate specific provisions for exceptional youngsters. There are some striking exceptions. Nowhere do we find any statement as close as that in the English Education Act of 1944, or in some of the Acts in the United States, which requires a school system to ascertain or identify those children in need of special educational treatment. Yet this is a very basic requirement for the orderly development of special educational programs.

It is interesting but often misleading to compare legislation from one province to another. By isolating legal provisions from their context, we may do violence to their meaning. Often, any one piece of legislation can only be interpreted properly in relation to a whole corpus of legislation. Words and phrases that are commonly found in the different provincial Acts may have different interpretations and meanings from one province to another, and we can only begin to understand these interpretations operationally by making a rather detailed study of the actual educational system and of the programs which have developed.

However, despite considerable inter-provincial variations in legislative provisions for exceptional children it is clear that most provinces have relied on general rather than specific educational provisions, and that these were originally formulated (often as exclusive legislation), for apparently closely

defined exit groups such as the deaf, the blind and the severely mentally retarded, and have subsequently been extended to cover other groupings. Surveying the position across the country as it now stands in School Acts, or similar legislation, clear and unequivocal statements about the rights of exceptional children to receive education suited to their needs, nor about the duties of school districts to provide this. Despite this lack, all provinces have developed special education programs -- some of considerable complexity and sophistication, particularly in large cities. Inevitably there is an element of subjectivity and eligibility about any system of categorizing children for educational purposes. But, as both the English and American[1] systems have shown, there are substantial benefits to be derived from defining categories of exceptionality for the purpose of administering special programs. This tends to stimulate local school systems not only to examine their assessment procedures more carefully, but also to set up new programs of educational treatment. The function pattern has been for programs to be set up (or not) on an ad hoc basis according to local needs and pressures, and for developments to be fitted into the often inappropriate patterns of existing legislation.

What seems to be needed, then, is a set of broad based legislative provisions which will clearly ensure the right of exceptional children to receive a proper education, and which will encompass the additional cost of special educational services as these are developed. There are, unfortunately, disagreements [illegible] as to the extent to which each category of exceptionality should be provided for specifically in legislation. Although historically (particularly in Great Britain and the United States) benefits

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[1] See for example the legislation in New Jersey and in California.

For a particular group here often been won by a piecemeal approach[6], there have been obvious disadvantages in this course. For one thing, such legislation tends to be exclusive, so that there is a danger that children in need may fall between the gaps. For another, fashions in classification change: we are at the present time caught up in an ever-growing array of labelling new and more refined diagnostic and educational classifications, so that the categories we might wish to include now may have been abandoned by the time new legislation comes into effect. Our note would go to a single yet comprehensive piece of legislation which would spell out the principles and leave the details to be worked out and modified in the light of local needs and Provincial experience. But there would need to be safeguards: provisions that are too vague, that do not stimulate development, that leave us back in them, may serve only to prove some criticisms of apathy and neglect. Perhaps the most effective safeguard would be to frame legislation that encourages and supports something that already exists in good measure in every Province -- local concern and initiative -- and goes much further than we have yet been in backing this by effective leadership and consultative services at a Provincial level.

A rather different concern about legislation is also worth expressing. This is the danger that a rash of specific measures directed towards providing or improving services for exceptional children may tend to set against a fundamental principle: that wherever possible children should not be segregated in special classes and schools, but should be helped to remain successfully in a regular program. We should be particularly critical of legislation and

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[6] e.g. also the development of educational services for mentally retarded children in most Canadian Provinces.

administrative arrangements which are based upon, or lead to, a policy of segregation. Special education is -- or should be -- a part of the continuum of education, not a minor tributary with its own water unnecessarily heard. Yet an examination of services which have already developed, and the administrative and organizational patterns which have grown up around these, would lead us to conclude that in many places special education has come to be identified with special classes[W1], and not with children with special needs. We must ensure that new legislation does not further reinforce this trend. What is needed, rather, are measures that will provide a full spectrum of special services relating to the needs of all children with adjustment and learning difficulties, whether they are being educated in special classes or not.

For the present it is suggested that provincial organizations study the legislative provisions in other provinces, and also legislation in the United States and Britain, and then draw up proposals for legislation which would:

(1) provide a general basis of recognition of the special educational needs of exceptional children

(2) define exceptionality for educational purposes

(3) provide a comprehensive and adequate basis for the funding of:
   (a) educational programs,
   (b) teacher education, and
   (c) ancillary services.

It is essential that such legislation provide for the whole spectrum of children with special needs, and the whole range of services that may be needed. This should include provisions for the intensive care of some categories of

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[W1] For example, it is not uncommon to find in large / rural systems that the supervision of special education is, in effect, the administration of special classes, with no responsibility for other special services.

children (e.g. the multi-handicapped, the severely emotionally disturbed) as well as supportive services to children who are to be maintained in regular programs, and transportation where this is needed. We hope that this kind of study will produce several examples of model legislation which can then be used as a basis for legislative action.

III I should like now to present a few rather more specific comments. There is not time to develop these in detail. Rather, I want to try to formulate some key issues and questions as a basis for our more general discussion.

1. The role of the federal government:

As we have seen, the direct role of the Canadian federal government in public education is a minimal one. Yet there are undoubtedly ways in which federal policies and programs exert a significant influence upon services to exceptional children, viz.:

Health services
Day care programs
Research grants
Indian education
Universities
Vocational training programs
Rehabilitation services

The proper examination of the operation and implications of federal policies in these tangential areas is obviously beyond my scope here. It would make an interesting and worthwhile study, however, and might well form the basis for a paper to be presented at a future meeting of this seminar. But let me select two examples.

The Canada Assistance Plan contains provisions for cost sharing with the provinces for a number of services including day care programs for

children. Although it would appear - as the CELDIC report suggests [vii] - that there has so far been relatively little use of these provisions, they have formed the basis to some Provinces for funding specialized pre-school programs such as those for mentally retarded or culturally disadvantaged children. For example, our pre-school at U.B.C. - a joint project of the University, the B.C. Mental Retardation Institute and the Vancouver Association for the Mentally Retarded - is heavily dependent upon per capita day care grants to support services for children under the legal kindergarten age, i.e. those for whom support cannot be obtained from the school district. Although the Plan thus allows for federal funds to be used in support of programs such as this, it immediately brings them under more than one jurisdiction, and introduces what can be a large differential between "kindergarten" and "non kindergarten" children in the amount of the per capita grant, and the conditions under which it can be applied. This situation shows up a fundamental weakness in many Provincial government organizations - the difficulty in crossing over departmental jurisdictions and boundaries, and the corresponding lack of effective inter-departmental administration with adequate budgetary support. Simplicity at the government level is often achieved at the cost of complexity - and confusion - at the local level.

Another question I'd like to pull out here concerns the appropriateness of developing what are essentially educational services under welfare legislation. The need for the services seems clear enough: the trouble is that in most Provinces they can't be developed under existing educational legislation. I believe that there are some real anomalies and disadvantages in this kind of expedient manoeuvre.

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vii Op. cit. p. 154

A second, and quite different example arises from the funding of research from federal sources. In the area of particular concern to us, it is clear that to date the lion's share of these funds has gone to medical research (or, more strictly, to research emanating from medical institutions), with research in the behavioural and social sciences picking up a few crumbs, and educational research left starving. Undoubtedly these policies reflect to some extent the philosophy of the 1965 Act. Yet a scrutiny of federally funded health research grants concerned with children - and handicapped children in particular - would show that some of these projects have a very close link with education. Frequently they have a buried or concealed educational component - or could (in my view at least) have been the better had they done so. Yet in any successful submission, it seems to be necessary for the educational aspect to be vigorously avoided or downplayed. One of the effects of this has been that some invaluable opportunities for multi-disciplinary co-operation in the research field have been lost. But the main implication has clearly been a considerable under-stimulation of educational research.

All this would seem to suggest that there is a good case for re-examining at the federal level the case for funding both educational research, and the educational components of other research projects. Here sharing the experience gained in the United States would be of particular value. In what directions can federal research money be most effectively deployed? What are some of the dangers of - dare I say this? - too much research money?

I'd like now to turn to some of the problems existing primarily at a provincial level. I have already referred to the somewhat haphazard development of special education services in all Canadian Provinces. Although there are signs that this is beginning to change, and although there are notable exceptions, it is by and large true to say that there has not been strong, informed professional leadership in special education from the Provincial Departments of Education. In this Province, for example, until the relatively recent appointment of the Supervisor of Special Education, responsibility for the development and supervision of special education services was one of the many duties of the Provincial Superintendent of Education. In this sort of administrative organization the onus for the development of services - and for the ideas and philosophies upon which these are based - falls primarily upon the local school districts. It is of course still true that the Provincial Department has the final say - budgets must be approved - there is always a measure of financial control. But the Provincial Department is primarily a responder, not a stimulator. There seem to be several consequences of this arrangement. One is a wide variation in the quantity and quality of 'special' services, with some districts lagging far behind in their provisions. Another is the much greater vulnerability of the local district to pressure groups, with the likelihood that highly specialized and often fragmented programs will be developed. But the very last thing I want to do is to suggest that there should be no room for local variations, and no sensitivity to local needs. As we have argued in the CELDIC report, the local community is the proper organic centre for the development of all health, welfare and education services required by its members. The thought of a grey, bureaucratic uniformity spreading across a whole Province appals me. But at the same time I have to

recognize that provincial policies of laissez-faire have led to a great many children being denied services they needed, while its isolationism has failed to encourage and exploit innovative ideas and programs from gaining wide currency.

Communities, school districts - are still part of a larger provincial organism, and we have to be concerned about the health and vitality of that organism.. I think that we must try to discover the best balance between the leadership, resources, controls and safeguards which can best be provided at a provincial level, and the vitality, sensitivity and flexibility which flourish at the local level. So that my question here is how do we set about this task? What can we learn from history - from today's examples of systems which have developed particularly strong organizations at the provincial or State level, or which may have been stifled at the local level by too heavy a weight of centralization?

One of the most striking features of the modus operandi of special education regulations in most if not all Provinces has been the institutionalization of special education: the forcing of special education services into a special class/special school mould - usually as a result of funding policies. Historically Canada is probably no different from other countries in this respect. The important questions here are what do we gain or lose by this? It makes for a tidy, orderly, predictable system. But I think that we lose a tremendous amount of flexibility and innovation, particularly in the development of services designed to maintain or return children to regular programs.

So far I have said nothing about teacher certification in special education. But because I don't think that this topic is important, but because it has only very recently begun to emerge as a possibility in most Canadian Provinces. Until the last few years it has been difficult or impossible for teachers to take programs (as opposed to individual courses) in special education

or its constituent sub areas. To a large extent the issue of specialist certification has simply not arisen. How however with the development of special education departments in several universities and training colleges, and with the expansion of special education programmes in our public schools, we have to examine very carefully the issues that are involved here. Should we insist upon prescribed courses of study for teachers of, let us say, the mentally retarded? At what level? And at what depth? I have tried to express some of my own views in two recent publications. viii. Here I should simply like to comment that one of the advantages of our distortions in this field is that we can take a good look at the considerable experience that has been accumulated in the United States. This is another fruitful area for further discussion.

My time is up. I should like to make one final plea - that at a time of unprecedented information explosion we take a particularly close look at the processes of communication - between government and professionals, administrators and teachers, public and voluntary organisations. And somewhere in this circuit we have to let in the consumers of our special education products. Such a dialogue - or series of dialogues - not only has to be initiated. It must be ongoing. And that, in a way, is why we are here.

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viii See Ballance and Kendall, op. cit. also Clarke, B.R. and Kendall, D.C. Second Class Citizens. Journal of Education. May. 1970. U.B.C.

GOVERNMENT AND THE EXCEPTIONAL CHILD--THE PRESENT STATUS AND ISSUES IN THE US

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The Constitution of the United States provides the framework for the responsibilities of government. The Constitution distinguishes two levels of government--federal and state. The Constitution defines the responsibilities of the federal government. The tenth amendment provides that "the powers not delegated to the United States by the Constitution nor prohibited by it to the states are reserved to the states respectively or to the people." Education is not mentioned within the Constitution. However, the federal government has had a long history of activity in promoting this enterprise. Even before the adoption of the federal Constitution the Ordinances of 1785 and 1787 provided for land grants to the states from the public domain for the maintenance of public schools. Today almost 200 years later the federal government's largest of the U.S. education seems to significant. The federal government provides approximately 7% of the U.S. education dollar, and the potential for the federal influence as a change agent is great.

Despite the federal role, however, education in the U.S. is primarily a state responsibility. Local school districts are creatures of the states established by the states through law and charged with the responsibility of implementing the educational policies of the states. One state (Hawaii) has a completely state-operated system with no local educational agencies. While recent years, there has been a trend to reduce the number of local education agencies and to create larger population bases for the provision of more comprehensive educational services. Today there are approximately 16,000 local education agencies in the nation.

The Constitution of the United States also charges government with the responsibility to "promote the general welfare." In response to this charge, the U.S. has a long history of directing services to meet the unique needs of handicapped persons. Very little has been written about the historical development of special education programs, particularly during the first century of our nation. The Education of Handicapped Children by J.E.W. Wallin, published in 1924, is perhaps the most authoritative work in this area and is the primary source for most of the following historical information.

Involvement of the States in Special Education

The beginning of special education programs can be found in the development of state schools and institutions. Kentucky in 1823 established the first state school for the deaf. This was followed in 1827 with a school for the deaf in the state of Ohio. In 1829 Massachusetts and New York established the first state schools for the blind. The following year a state school for the blind began operation in Philadelphia. The Massachusetts State Legislature created the Massachusetts State School for Idiotic and Feeble Minded Children in 1848. In 1846 the Massachusetts House of Representatives appointed a committee of five members "to consider the expediency of appointing commissioners to inquire into the condition of the idiots in this commonwealth, to ascertain their number and whether anything can be done for their relief, and report to the next General Court." Later that year, the committee reported that "nearly all idiots can be made better, the physical condition and personal habits of the lowest order can be improved and those possessing more mind can be trained to usefulness and some can be taught to read, write and labor advantageously and be useful and happy." In 1848 the Massachusetts legislature appropriated the sum of

$5,000 a year for a three year experimental program "for the purpose of training and teaching 10 idiotic children, to be selected by the Governor and Council, in any suitable institution patronized by the Commonwealth for charitable purposes."[9] In 1851 the New York State Legislature appropriated $6,000 for two years for a similar experimental program for the feeble minded. In 1852 Pennsylvania appropriated funds to a private school to educate the feeble minded. This appropriation, to what is now the Elwyn School in Philadelphia, represents the first evidence of public funds utilized in a private facility for the education of the handicapped.

The year 1869 represents an important milestone in the development of special education programs. In that year the city of Boston established the first public day school for the deaf. This program, named after Horace Mann, utilized oral instruction. The next special education classes were developed in 1876 in New York. Classes in Cleveland in 1879 were primarily for delinquent and truant children. The first public school class for the mentally retarded was created in 1896 in Providence, Rhode Island, followed with the first class for the crippled in 1898, and in 1900 with the first class for the blind, both in Chicago. Sight saving classes for the partially sighted were begun in Roxbury, Massachusetts and Cleveland, Ohio in 1913. In 1917 the city of New York began a program for children with cardiac and other health problems.

While complete statistics are not available as to the extent to which special education programs had developed by the early 1920's, a study conducted in 1922 by the U.S. Bureau of Education indicates that all but seven states had state schools for the deaf and all but eight states had schools for the blind. The study further noted that by 1922 there were 191 public school programs for handicapped children in cities with populations over 100,000 in the United States.

A major stimulus to the growth of provisional special programs, particularly from 1920 through the early 1930's,was the increase in legislation designed to promote special education programs. Legislation in New Jersey in 1911, New York in 1917, and Massachusetts in 1919 made it mandatory for local boards of education to determine the number of handicapped children within their school districts and, in the case of the mentally retarded, to provide special classes when there were ten or more such children. The state provided financial assistance to assist in this venture. Minnesota by 1915 also provided for state aid in the amount of $200 for each child attending a special class, and also required that teachers of such special classes hold special certification. Pennsylvania's law of 1919 established the first provisions enabling local school districts to work cooperatively with other school districts to provide special education. In 1921 Oregon enacted permissive statutes which provided for classes for "educationally exceptional children." Such legislation was intended for the gifted as well as the handicapped child.

By the mid 1920's special education as a governmental function was well entrenched both legally and operationally. However, the number of children served was small, and most programs were limited to large cities. The next quarter century is best characterized as a period of slow, but determined growth.

In 1948 fifteen hundred school systems reported special education programs. This figure grew to 3000 in 1958 and 5000 by 1963, or approximately nine per cent of the school districts of the nation. Weshler (1963) noted that in 1963 as many as 6,000 additional school districts contracted for special education with neighboring districts. Studies by the U.S. Office of Education found that if 10 to 12% of the population is assumed to be handicapped, then in 1966, 12% of the handicapped were receiving special education

and to 1963, 21% were being served, and that by 1967 the percentage had grown to 24%.[1]

During the 1962-63 school year, a survey was conducted to assess what provisions were being offered gifted children in the fifty states. Questionnaires were sent to all state education agencies inquiring about state personnel, the functioning of state education agencies in the education of the gifted, legislation and finances for such programs, and the effect of federal legislation upon state programming. Of the fifty-three questionnaires submitted to the states and territories, forty-three were returned, giving a total sample of 81% of all states and territories. Of the 43 states responding, only 18 employed a person on the staff whose major responsibility was the education of the gifted. Of these states, only 10 employed a person full time and three states employed more than one person. Sixteen state education agencies perceived themselves as providing consultation services to local schools while an additional 12 states saw themselves as really doing nothing to further the development of programs for the gifted.

The study examined what movements in the states or in the nation brought about the establishment of programs for the gifted. Seven states indicated that a study commission provided the impetus for program development. Four states noted that change came about through legislative action. Two states indicated that national concern, such as that generated by Sputnik, brought about major changes, while an additional two states noted that change was initiated through the state education agency. It is interesting to note that the study found that the greatest period of program development occurred during the years 1960 and 1962, the years following the launch

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[1]Frederick Whitehead, "Government and Special Education," Encyclopedia of Education (Macmillan Company, New York); in press.

to Sputnik. A decrease in rate of expansion occurred after those years. Another study conducted by the staff of The Council for Exceptional Children on state legislative provisions for gifted children found that at present only 17 states have within their education code a term which can be construed to apply to the clinical entity known as the gifted child. Of those 17 states, only 10 provide any legal guidelines or definitions for determining the type of child to be served.

Federal Involvement in Special Education

The history of the federal involvement in the problems of the handicapped can be traced back to the creation of Gallaudet College, a national institution of higher education for the deaf by Abraham Lincoln in 1864, and in 1879 the establishment of the American Printing House for the Blind to produce braille materials for use in the education of the blind. While the federal government continued its interest in the handicapped in terms of physical restoration and rehabilitation of veterans, very little interest and impact for other programs was evident until the 1950's and little specific action until the late 1960's. This period of latency was not unique to the education of exceptional children but reflected the federal government's general position regarding education.

In 1951, the Office of Education established a Section for Exceptional Children and Youth which had as its major responsibility the gathering and dissemination of information regarding the education of handicapped and gifted children. In 1958, a milestone was reached for the U.S. Congress became actively involved in the problems of the handicapped and gifted. In that year, the Captioned Films for the Deaf program was created and a fellowship program for the training of personnel for the deaf was enacted. Also during that year, the Congress responded to Russia's launching of the Sputnik and U.S. concern about the development of manpower to meet the nation's technological needs by passing the National Defense Education Act which emphasized

identifying and fostering the academic attainment of gifted children.

While the Congress over the next decade increased its activity on the part of the handicapped nothing was done during this period for the education of the gifted. In the area of the handicapped from 1910 to the present the federal government passed laws covering a wide spectrum of programs involving research, manpower training, preschool education, grants-in-aid to the states, model programs, information and materials centers and services, and several service programs in specific disability areas. In addition the range of children eligible for services was broadened to include all disabilities and public services to be provided in both public and private schools, institutions, and agencies. In 1970 the Congress established its interest in the gifted by passing the Gifted and Talented Children's Educational Assistance Act as part of the Elementary and Secondary Education Amendments of 1969.

In order to assure effective administration of the burgeoning programs for the handicapped for which in fiscal year 1971 approximately $200 million will be expended, the Congress created in 1967 the Bureau of Education for the Handicapped in the US Office of Education. This in, was a milestone for prior to this time the administration of programs for the education of the handicapped within the US Office of Education had been in a state of flux beginning with the creation in 1911 of the Section on Exceptional Children and Youth. This constant state of fluctuation, with varying levels of administrative visibility reflected the reluctance of general education to view education of the handicapped as a unique phenomenon within the total education system.

It should be noted that in addition to those programs that were legally designed specifically to meet the unique needs of the handicapped,the federal government administeres a wide variety of programs for the education of the handicapped in almost all federal agencies. For example, the Department of Defense administeres several programs to aid parents of handicapped children in the military to obtain educational programs for their children and the Internal Revenue Service make special provisions for the deduction of the costs of some educational services from personal income taxes.

The Judiciary and Special Education

The US system of law has as its foundation the Constitutions of both federal and state governments. Within this construct the Congress and state legislatures have passed as indicated previously numerous laws affecting handicapped children. However, a major element of the legal system, the judiciary, has often been overlooked as a major influence on the special education program development and operation. Yet it is the judiciary that provides the precise definition and interpretation of what law really means. Cases have been found as early as the late 1800's[1] regarding government's responsibility to exceptional children. In 1893 a Massachusetts court ruled that children who persisted in disorderly conduct "either voluntarily or by reason of imbecility" could be expelled from school (Watson v. City of Cambridge).In 1919 the Supreme Court of Wisconsin ruled that " the rights of a child of school age to attend the public schools of

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[1]William Whiteside, Special Education and the Courts, 1893-1969 (unpublished dissertation), Southern Illinois University (August, 1969). CEC is working with Dr. Whiteside for a possible publication of this document.

the state cannot be insisted upon when its presence therein is harmful to the best interests of the school" (State ex. rel. Beattie v. Board of Education). This represented a significant expansion of the Wisconsin logic in that the child involved was not a physical threat but simply placed an "undue burden" on the school.

Judicial interpretations of the law, as well as the law itself, is in a constant state of change. The 1954 Brown v. Topeka decision regarding school segregation was a milestone in that the court turned its attention to the civil rights of individuals and the consequent implementation of government services upon those civil rights. In addition the courts added a new dimension on the assessment of civil rights violations by admitting evidence from disciplines other than law. In recent years there have been a number of decisions which offer a new direction to consider in the legal basis of programs for the handicapped. For example, in 1967 the Attorney General of Wisconsin reexamined the Beattie case and ruled that while school authorities did have the right to exclude children that the responsibility of the state to provide children with free public education did not cease and that other alternatives for the child to receive an education must be provided by the state. Several 1967 cases tangential to the direct problems of the handicapped have great bearing on these issues. Mathews v. Board of Education in New York and In re Gault in Arizona found that when governmental authorities make decisions that may result in a loss of personal liberty for the child or denial to him of certain services, the child and his parent are entitled to the full safe guards of due process of law such as sufficient notice, hearings, and representation by an attorney.

There are several cases which are presently raising questions regarding the structure and procedures of providing special services to the handicapped. For example, the use of psychometric techniques to assess intellectual abilities has been attacked as

the basis of cultural bias. In California, Diana v. Board of Education the application of these tests to Spanish speaking Americans has been challenged because it is alleged to put a premium on conformity to the Anglo-American environment.

PROBLEMS AND ISSUES REGARDING GOVERNMENT AND SERVICES TO EXCEPTIONAL CHILDREN

Population to be Served

At present in the US there is no single definition or specific range of children for whom special services are available. The federal government utilizes the following definition of handicapped children:

> "handicapped children" means mentally retarded, hard-of-hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education and related services;
>
> "children with specific learning disabilities" means those children who have a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which disorder may manifest itself in imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations. Such disorders include such conditions as perceptual handicaps, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia. Such term does not include children who have learning problems which are primarily the result of visual, hearing, or motor handicaps, of mental retardation, or emotional disturbance, or of environmental disadvantage.

The Gifted and Talented Children's Educational Assistance Act provides the following definition of gifted and talented children:

> "gifted and talented children" means, in accordance with objective criteria prescribed by the Commissioner, children who have outstanding intellectual ability or creative talent.

Every state has its own legal definition of the population eligible to receive special education services (see Harvard Law Review). The definitions range from very vague with mere mention of the term "exceptional children" and authority to state administrative agencies to define further the term, through regulations, to very specific legal definitions which include everything from medical climate to IQ ranges and to broad definitions like the

federal definition which on some earlier lists a wide range of categories to be served. Additionally, many school districts further define and redefine the children to whom they will direct services.

Furthermore, there is great variety within the varied levels of government in terms of the age range from which services are available. Traditionally, each state defines through law minimum and maximum ages of required and permitted school attendance. Often handicapped children are denied access to services they need because they are too young or too old. Recently, however, many states have extended age ranges downward for handicapped children with some beginning as early as birth in Kansas, and others have also extended the upper limits beyond compulsory school age to as high as 23 in one state (Iowa). The federal government offers a wide variety of services to the handicapped beginning with prenatal care and extending to programs for the elderly.

The majority of states require, by law, that some reporting mechanism be utilized to gather information concerning the numbers of handicapped children receiving services and also those needing services. The structure of these reporting mechanisms vary greatly from specific required census-taking to informal data gathering systems. The federal government does not undertake any specific census activity in regard to the handicapped although data is gathered from the states regarding numbers of persons in need of or receiving services. Such information efforts at the local level vary greatly from community to community, with some communities utilizing highly technical multiple agency computer systems to those communities doing nothing. However, it seems that for most planning purposes at all levels of government incidence figures determined through a variety of mechanisms are most commonly used. The following incidence figures from Illinois are typical in this regard:

Speech	.01
Socially Maladjusted	.02
	.03
Educable Mentally Handicapped	.04
Learning Disabilities	.05
Emotionally Disturbed	.06
Physically Handicapped	
Home and Hospital	.0600
Trainable Mentally Handicapped	.07
Physically Handicapped Classes	.08
Deaf	.081
Partially Sighted	.0810
Multiply Handicapped	.0820
Blind	.0830

Discussion Questions

To solve the dilemma of a definition of the handicapped that permits certain children "to fall between the cracks" New York State in 1967 adopted the following flexible wording: An exceptional child is "one who, because of mental, physical, or emotional reasons cannot be educated in regular classes but can benefit by special services..." Does this approach to the problem seem workable, what other mechanisms may be used to accomplish the same objective or should the definition try to exhaust all categories of children?

In some states, provision for categories of children who have not been clearly defined has led to such programs becoming "dumping grounds." An associated problem occurs when these classes far exceed the budgeted projections for them, resulting in legislative ceilings being established. How best can these problems be handled, particularly if flexible definitions are used?

To date, obtaining new data or even attempting to obtain statistical data on who are the handicapped and where they are located has met to any significant degree success. One of the problems is that numerous agencies have been collecting pieces of the data, yet no merging ever occurs. How can this data, which in most cases exists somewhere, be collected?

Services

Generally, the states through their laws have not defined specifically the services to be provided for exceptional children. Within a state, one will generally find a great variety of types of services provided, particularly when restrictions in state regulations occur as to the patterns of funding established. The greatest variability occurs, however, at the

Local Level is that the design of services often is determined by the proximity of the local administration and the unique nature of each community. At the federal level because of the nature of the federal role in education the laws have generally been more specific and have generally been addressed to solving specific problems yet allowing broad interpretation of the solutions to be utilized.

Provisions for the Delivery of Services

All three levels of U.S. Government - federal, state, and local - provide direct services for the education of exceptional children. However, most services are provided at the local level.

The federal government has limited its function in this regard to services which are highly unique in nature and which would not be efficient at the state or local level. The federal government in this regard operates or finances such programs as Gallaudet College, the National Technical Institute for the Deaf, and regional centers for deaf-blind children.

The states frequently direct services to children when they cannot be provided at the local level. Most states maintain schools and institutions for the deaf, blind, severely mentally retarded, and severely emotionally disturbed. In addition, many specialized services such as rehabilitation are operated directly from the state level. Every state has a person within the state education agency designated with the responsibility to oversee programs for exceptional children. The position of this person within the agency structure varies greatly from state to state as do his duties or sphere of influence. It is rare that the totality of state special education programs are administered by this person. In many cases, responsibility for state institutions or schools may exist in agencies outside of education, such as mental health, public welfare, corrections and institutions.

Of the 16,000 plus school districts in the U.S. approximately 9,500 presently conduct special education programs. However, it should be noted that this does not mean that handicapped children living in school districts without special education programs receive no services, since cooperative programs are offered on a cooperative basis between local education agencies. It is not known at this time how many school districts employ someone with specific responsibility of administering services to exceptional children. However, there is an increasing trend for such a position, particularly in school districts of substantial size. In general, several approaches to services are utilized:

1. Special Schools - usually found in large districts are primarily devoted to children having severe disabilities

2. Special classes - for children with varying disabilities located in schools also providing general education programs

3. Resource rooms - found within regular school programs designed for part-time special education instruction

4. Itinerant services - service which moves from school to school such as speech therapy, school psychology, learning disability, supplemental instruction, etc.

5. Home and hospital instruction - instruction provided for children confined to their home or hospital either through services of an itinerant teacher or home-to-school telephone

In a study of governmental factors relating to the development of local special education programs, Chalfant (1967) identified three elements that impeded the growth of special education. First, he found that school districts having a large population base tend to provide special education services, while districts having a high percentage of their area classified as rural experienced severe administrative problems in identifying and bringing together a sufficient number of children to justify special education services. Secondly, he found

that the existence of special education programs is related to the ability of the community to financially support such services. "There are many school districts that have taxed themselves to the legal limit set by the state, yet still are unable to provide adequate financial support for school programs."

Finally, Chalfant pointed out that school districts with rapid population growth tend to experience an educational lag; that is, the district must concentrate on building facilities and employing staff, having very limited resources to devote to the development of special education programs.

Generally, special education has flourished in suburban and urban areas, where sufficient population base has existed for services and where community resources can be allocated. However, little expansion into rural areas was possible until intermediate administrative structures were established to make it possible for services to be conducted on a multiple basis. Four basic approaches that have been utilized are:

1. The most common form of interdistrict arrangement is the placement of a child in a neighboring school district having a special education program, and the payment of tuition by the sending district to the receiving district for the provision of special education services;

2. The utilization of an existing intermediate structure such as the county to provide special services;

3. The establishment of a legal structure to form a cooperative arrangement between school districts for the development of a single special education program servicing all districts.

4. The creation of a formal structure having a degree of autonomy from the local education agencies which provides special education to children within these agencies.

Discussion Questions

Despite the administrative structures which have been created to provide special education services such as the many cooperative arrangements used, there still remain great gaps in services to children located in rural areas that exist to some degree in all states. Among the problems to be considered are attracting staff, transportation, and bringing together sufficient children to offer a program. What new models can be considered such as cutting across state lines to provide programs?

The increased emphasis on education programs for very young children and more ancillary services for all ages of the handicapped frequently involve additional governmental agencies besides education such as health, welfare and institutions. To what degree is coordination needed and how can it most effectively be achieved?

The multiple problems of providing educational services to children in the urban area are well known, yet limited focus has been given to providing services for the handicapped in such areas. What is the nature of some of these problems and what strategies have been employed to attack them?

The mobility of the U.S. population places a special burden on the handicapped. Residence requirements for eligibility often results in long gaps in the provision of services. Would multi-state compacts help to provide special education services to the handicapped who do not fulfill residence requirements?

Private Schools

Education in the United States is a public responsibility. Historically, U.S. Education found its roots in denominational and non-denominational private schools. The U.S. Constitution clearly separates church and state. However, most federal programs have attempted to circumvent this issue by benefiting children in private schools under the "child welfare concept." The issue is particularly acute when an increasing number of laws are being directed toward benefiting private schools. It is interesting that services to handicapped children have traditionally been considered separate from this issue. Thus, many states have made provisions within their special education laws to enable handicapped children to receive services in non-public institutions when such services are not available from the public schools. There seem to be five major ways in which the states have legally approached this problem:

3. General legal authority for the state to reimburse for the education of exceptional children in private schools when such services are not available in the public schools.

4. Legal authority for reimbursement, but in addition the state must certify programs in private facilities.

5. Legal authority for reimbursement to private schools but only in certain disabilities areas.

6. Requiring financial participation of the local educational agency in the cost of educating handicapped children in private schools

7. Payment of a voucher to the child's parents to allow them to purchase the required services.

Discussion Questions

The increasing use of vouchers, and other forms of payment from public to private schools suggests that the role of the private schools in special education will increase. What problems will this raise?

Finance

The federal government has several mechanisms for funding programs regarding special education. First, for programs such as Gallaudet College and other solely federally-supported projects, specific provision is made for them within the U.S. budget. Secondly, grant-in-aid programs are distributed among the states on a formula basis usually determined by population or local level of financial effort. Third, specific project funds are provided through grants as a result of approval received after an application process.

Within the states, there is great variety in the approaches utilized to fund special education services.

1. Most state schools and institutions are funded directly through state budgets.

2. Support to local education agency programs or intermediate programs follow several

approaches:

a. the provision of a sum of money for every unit of service. Definition of a unit service and may include such regulations as certain number of children, a teacher, etc.

b. A reimbursement of a percentage of the approved costs of a total program, or a part of a program.

c. Reimbursement on a per pupil basis. This system often has variability on a scale depending on the nature of the handicapped children served.

d. Reimbursement for the costs of providing special education services above the costs of educating a non-handicapped child.

e. A weighted formula using a multiple of the reimbursement for a regular child for varying disabilities.

Discussion Questions

Often the federal government has provided funds to the states on the basis of providing stimulation for program development, yet in many cases, the program continues on federal funds and never becomes a part of state or local budgets. What mechanisms can be used to facilitate the transition from federal to local money?

Similarly, if block grants were to be made to the states, is it likely that special education would be shortchanged? What can be done to insure our share?

The popularity of accountability for education and the dollars being spent are ever-increasing. What does this movement mean for special education in terms of establishing objectives and demonstrating their achievement?

Manpower

Surveys of special education administrators in the United States asking them to identify their major problems usually include as one of the top three problems finding personnel to adequately staff their special education programs. It is presently estimated that in order to fully provide educational programs for the 10-12% of children needing them would require approximately 200,000 additional teachers beyond those presently available. This figure

does not include the number of supervisory and professional supportive personnel that would also be needed if this level of programming were to be achieved. Additionally, no estimates are presently available regarding the number of classroom aides and assistants that are increasingly being used in special education programs.

Recently, a national survey of the staffing levels of educational programs in the United States by the National Education Association indicated that there is no longer a teacher shortage in the United States except for a few selected areas such as vocational education and special education. It is possible to question the validity of this statement since rural areas continue to indicate extreme personnel shortages. However, there may be important implications for special education training programs if this situation truly exists. A large potential force of manpower is represented for special education by students interested in teaching as a career who have limited opportunity in the traditional instructional areas.

Present questions of accountability in terms of achieving educational objectives are reinforcing recent concerns about the success of special education programs. Frequent reference is made to the quality of the personnel teaching in these programs, particularly since techniques, materials, and theories about teaching exceptional children change so frequently. Often, to try to remedy this situation, in-service programs have been offered through the federal, state, and local education agencies. Since it is recognized that these efforts are not extensive enough , new ways of conducting these programs through the use of advanced media techniques, off-campus university courses, and weekend and summer workshops are being utilized.

Recognition of the shortage of personnel in special education in the U.S. has stimulated interest in the active recruitment of personnel.

Attention has been directed to utilizing the mass media, the sponsorship of career

conferences and the publication of numerous recruitment materials by national agencies such as The Council for Exceptional Children, The American Speech and Hearing Association, and Easter Seal Society. To date, no efforts have occurred to evaluate the effectiveness of these programs and the question of effective recruitment remains unanswered.

Discussion Questions

The majority of estimates of needed personnel for special education are based upon the concept of special classes. Yet, there is an increasing movement towards the use of other models of instruction such as the resource room, itinerant setting, and prescriptive classroom. Additionally, the dissatisfaction in some quarters with the traditional categories of service is also leading to new models for instruction. What implications do these trends have for both projecting personnel needs and preparing personnel to serve?

One of the major difficulties in providing pre-service programs is attracting personnel to attend. This is particularly true for programs during the academic year and is further complicated by those local education agencies where teachers are working under contracts that indicate arrival and departure times. What new delivery systems for in-service education programs and what incentives for attendance at them are needed?

The marked mobility of the United States population (an average person may within their lifetime move 10-14 times) including teachers crossing state lines makes the traditional practice of highly individualized certification requirements in each state somewhat impractical. What efforts are currently occurring to change this situation and what forces are operating to hinder the change process?

General Discussion Questions

Frequently, the justification for special education programs presented to government is based upon charity. Others have suggested movement toward special education being the right of the child. Which of these or other positions is presently observable and/or most desirable?

The courts are increasingly becoming involved in the responsibilities of educational authorities with regard to handicapped children. A California proceeding has been looking into the question of special education being a vehicle for the placement of minority-group children. What implications will such cases have for future grouping practices?

Because of the frequently changing rules of the special education game (definitions, program directions, etc.) rigid governmental policy can be a significant deterrent to change. How can this problem be handled in terms of providing for change?

Are there basic principles of action in dealing with elected and other decision makers regarding obtaining special education goals that have proven to be effective?

WORK EXPERIENCE PROGRAMS FOR THE EDUCABLE MENTALLY RETARDED- AN ANACHRONISM?

Richard J. Sommer
University of Oregon

Prior to entering into any discussion of work experience for the mentally retarded, mention must be made of the considerable controversy surrounding all of special education, and particularly that pertaining to services for the mentally retarded. Probably one of the most significant recent works regarding the status of services for the mentally retarded is a book Poverty and Mental Retardation a Causal Relationship, by Roger Hurley. Although my purpose today is to discuss work experience for the mentally retarded, I do feel that the practitioner in mental retardation must be constantly seeking to provide a better service for the mentally retarded. Hurley's highly documented work should be of considerable value to those working in the field of mental retardation. It may not be possible to immediately render the changes that apparently must occur if in fact the mentally retarded are to be better served.

Many of those students so identified will continue to obtain services, that have, until recently, been thought of as being suited for the retarded, until changes can be made in legislation governing programs. Considerable inservice work will undoubtedly be necessary for special educators as well as regular classroom teachers.

In view of the delays that will occur in ultimately finding the best educational service structure for all learners experiencing human deficits, the existing service structure needs to be critically re-evaluated. Based upon such objective information new service patterns may be developed that will ultimately serve to better prepare the mentally retarded individual for survival in the modern world. It appears evident that many of the mentally retarded are not at this time obtaining training that is appropriate to their needs. In many parts of the country high school programs for the mentally retarded still tend to provide watered down academic curriculums. Frequently one hears of track systems serving large populations of learners evaluated and described as being unable to succeed at grade level. Such programs are frequently expedient administratively but must at best be described as discriminatory.

Special educators working in the area of mental retardation have, for many years, accepted as the general objectives of school programs for the educable mentally retarded those formulated for all students by the Educational Policies Commission of the National Education Association. These objectives of self-realization, satisfactory human relationships, economic efficiency, and civic responsibility have been quoted innumerable times in curriculum guides for the EMR. Such objectives are obviously difficult to evaluate and

fulfill in a dynamic social environment.

It seems apparent that many special educators have sought to overcome this difficulty by focusing their attention upon the objective which has seemed the most attainable and valuable, namely that of economic self sufficiency. "A mentally handicapped child should be trained in such a way that he will be able to support himself partially or totally in some productive way. Occupational training, therefore, should begin when the child enters school and end when the child has been successfully placed on a job and is supporting himself partially or totally. (Kirk)

Focusing upon work experience as the vehicle for achieving the objective of economic self sufficiency for the EMR has served several other significant purposes for educators. Frequently administrators and school boards have been enticed to establish programs for the retarded based upon the assumption that school training would keep the retarded off welfare rose rolls and make them taxpaying citizens. A second consideration is that work experience should only be evaluated in terms of pupil placement at the conclusion of the school program.

Public schools are in most instances charged by law with serving student populations within certain chronological age ranges. Once a student reaches an age maximum he is no longer a lawful concern of the school. In essence the product is lost from view and little effort is made to evaluate the success of the schools' training program. On occasion individual teachers or guidance counsellors have attempted to gather information on program graduates, however, such activities have generally been viewed as peripheral and conducted on the individual's own time. It is obvious that special educators are not in a position to know whether work experience provides the EMR the skills necessary to survive today unless longitudinal studies are undertaken for purposes of determining the retardates function once he is beyond the school's jurisdiction.

One effort along these lines is being conducted by the Rehabilitation and Training Center in Mental Retardation at the University of Oregon. In this instance two state agencies, the Oregon Board of Education and Oregon Vocational Rehabilitation Department, chose to ask provocative questions pertaining to the success of students leaving high school programs for the educable mentally retarded.

The Oregon Board of Education (State Dept.) has for nearly twenty years been responsible for providing services for the EMR. The Oregon Vocational Rehabilitation Department has within the past three years begun to serve the EMR through the public schools via cooperative agreements. Presently nearly all high school programs for the EMR throughout the state are served by VRD. With entry of another

service agency (vocational rehabilitation) into the area of mental retardation, professional interaction lead to the healthy situation of wanting to look more critically at the adjustment of the retarded. Adjustment or habilitation is obviously an on-going concern of VRD whereas public school responsibility ceases at the chronological age of twenty-one years in Oregon.

The study sought to answer questions pertaining to the individual's degree of financial independence, his ability to seek and hold jobs, and the degree to which he was accepted by and accepting of the community. An attempt was also made to ascertain the socio-economic origin of the subject population.

In reviewing the results of this study it seems clearly evident that major program revision and addition is essential if in fact the retardate is going to make a successful adjustment within society. As many of the retarded came from families that had experienced school failure both on the part of parents and other siblings, it seems evident that the school training program should be extended to provide for the major family constellation. A post-school training program for parents could contribute to the adjustment of the entire family.

A mother might be taught how to prepare well balanced meals, home cleaning, and management skills. She might further be assisted in stimulating the curiosity of her children. The father might well be provided training commensurate with his abilities, and further be encouraged in his support of the retardate and other siblings as well.

Presently public schools are not charged with this responsibility. Community colleges could, however, play a significant role in assisting the adult and providing continued contact for the EMR who has matriculated from the secondary school program. Still another area that could be further developed would provide training programs within industry. Although in major urban areas, programs of this type, have been utilized for so-called "hard-core" inner city populations, results have not, however, been entirely positive.

Such findings suggest that the successful adjustment of the EMR is based not only upon a school program, but rather upon a multi-agency approach to the retardate and his immediate environment, both physical and human. Once a child is identified as retarded a thorough analysis of the family's circumstances should be undertaken. Such an analysis should serve to determine the families ability to provide optimum support for the retarded child's optimal development. Wherein deficits are noted supportive services should be provided to strengthen the family by the appropriate

agency e.g. the health dept, dept. of social welfare, the agency for vocational rehabilitation, the school system(s).

Unless a unified approach is developed the retarded will continue to get "the best of that which educators think they need". Most of which is based upon the rich mythology that has grown up about "the world of work".

As the economic cycle progresses through its various phases the retardates adjustment varies. The educable retardate today may well be the trainable of tomorrow in a depressed economy and increasingly technological society. If, in fact, such changes are occurring one must question the appropriateness of the emphasis placed upon work experience aspects of the secondary curriculum. Should programs move away from preparing the EMR for unskilled, or at best semi-skilled work to human service occupations, e.g. companion to the aged, cripples, the chronically ill, eyes for the blind,etc.? Should greater emphasis be placed upon the use of leisure-time activities?

Most would agree that the retarded are a major human resource, however, it cannot be said with certainty that this resource is being utilized to its' greatest advantage nor that of society's as well.

If after having participated in a program for EMR at the secondary school level their "unemployment rate was more than four times the state rate in the same month (June 1969)" according to the Oregon study serious questions must be raised regarding the nature of the secondary work experience curriculum even though a depressed economy was apparent at the time. The secondary curriculum must become increasingly situational i.e. it must seek to provide current situations (perhaps by simulation) wherein the retardate is provided an opportunity for reaction and interaction with different environmental problems. Well defined behavioral objectives must be developed by educators for each individual learner. The process of evaluation must be continuous and instructional provisions must be modified accordingly in light of individual student needs as well as environmental circumstances.

If a major industry leaves a community special educators must necessarily assess the effect of its leaving upon the work experience program for the EMR. If the industry is seasonal the retardate must be able to effectively anticipate the end of the season and move to another work situation.

If programs are to improve, educators must reassess the effectiveness of current work experience programs longitudinally. Sporadic efforts are no longer acceptable. They must further review the work potential within their communities, and seek to determine the appropriateness of existing work sites in terms of EMR functional abilities. Furthermore educators must be prepared to enter into inter-agency

agreements for purposes of serving the retarded. Although such agreements, in many cases, may require additional authorizing legislation, those professionals serving the MR through various service agencies must actively encourage and support legislative changes if in fact the MR's are to be better served in today's society. Such experiences must be carefully scrutinized, and its emphasis modified accordingly in light of current situational circumstances.

Special educators must neither an Agnew nor an Nixon be i.e. they must not enter into divisive criticism or be so out of touch with reality as to appear an unacceptable program. They must, with all due process, enter an evolutionary program of re-evaluation of existing services as they seek to better serve the handicapped. Failure to enter into such activity will undoubtedly lead to program destruction in a more revolutionary manner, wherein considerable damage will be wrought upon those elements of humanity involved.

WORK STUDY - A COMMUNITY EDUCATION

Julian P. Thomas, Edmonton Catholic School Board

INTRODUCTION

Work Experience Programs in Alberta, and in Canada for that matter, have been in existence for a relatively short period of time. Although our own particular program has been in operation since only 1967, we find that our students have benefitted substantially from it and that students, employers, teachers, parents and administrators have come to regard the program as being very worthwhile.

As the title suggests, a Work Study Program, to be successful, must enlist the close co-operation of various existing sectors of the community and present them simultaneously to the student as a meaningful whole.

Before I talk about the specifics of our Work Experience Program, let me first of all establish a rationale which governs the operation of our existing programs and which at the same time provides direction for the future, whether it be the education for the mentally retarded or education for the gifted student.

- The student entering the labour force of today's complex and rapidly changing world of work, finds that there is a premium placed upon previous work experience. The student can most effectively be brought to realize the true meaning of modern employment while still in school.

- The primary purpose of the school is to serve as an apprenticeship for life. Students receive the type of training and the type of education which will enable them to live worthwhile Christian lives and become productive members of our society.

- One of the major problems confronting our youth today is that of making a wise career choice based on interest and ability.

- The school can never duplicate the work world, and, while it simulates this segment of our society, it nevertheless remains a contrived situation.

- As there is work in education, so there is education in work. The public and the educator are becoming increasingly aware that the education of the student is an undertaking which must involve the human and the material resources of the entire community.

- Students are often unable to generate and maintain sufficient motivation in the regular school environment which would enable them to continue their education.

- Work is an important medium through which the total personality expresses itself. Work provides an opportunity for the development of those social attitudes necessary for success on the job and continued employment.

- In a complex and rapidly changing society, there is a need for active participation by business and industry in education.

In Alberta, we have a Government Commission which has been charged with the enormous responsibility of determining trends which education in our province should follow for the next twenty to thirty-five years. Dr. Walter Worth, chairman of the Commission, has stated two significant outcomes already. One - he says that by the year 2250 there will no longer exist the sharp division between the world of work and the world of education - with work programs being most extensive before the turn of the present century; and two, he reports that although his study is just beginning, it is clear to him already that in the future, education for the student, will have to be more personal, more relevant, and more realistic. It is the writer's opinion that work programs can and must play a vital role in fulfilling these kinds of existing needs.

Our Work Experience Program began serving the educationally handicapped student in 1967, with the prime aim to better preparing our Opportunity Students with the attitudinal and the social skills necessary to succeed on the job. In short, our hope for them is that they will become happy, productive members of our society, not only vocationally but socially as well. At the same time, I would like to mention that I have some regrets about the fact that we live in a society that has a strong tendency to differentiate and compartmentalize: black-white, rich-poor, bright-dull, school-work, and so on. I take the position that for a Work Study Program to be most effective the student must be brought to realize that the social and the vocational aspects of his life are really one and the same.

Effective learning is premised on the experience that life for the educationally handicapped becomes profoundly more meaningful when he sees how social skills generalize to the vocational part of his life and vice versa. It is with this basic thought in mind that this paper is being presented.

IDENTIFICATION OF STUDENTS

It should be noted at this time that the program serves from thirty to thirty-six students yearly whose I.Q.'s (WISC) range between 50 and 70. We have found over the past three years that boys outnumber the girls in a ratio of 2:1. Only senior students, ages 15 and over qualify to participate in Work Experience.

CURRICULUM

The general curriculum for all Opportunity Rooms in our school district - Junior, Intermediate, and Senior, is oriented to the eventual world of work. Six R's are being taught in the classroom: the proverbial three R's along with an additional three R's, namely: respect, responsibility, and rights. Also there is an equal accent on the leisure activities which are at the present time being written into the curriculum.

A student entering our total school program at the present time progresses from a Junior Class to Intermediate to Senior, with the possibility of cross-over to regular classes at, and beyond the Intermediate stage.

A few of our senior students enter Special Senior High School Classes, a few are placed in a sheltered Workshop such as the Industrial and Vocational Training Centre for the Mentally Retarded located in Edmonton, some drop out of the program and the remainder, approximately half, receive full time job placement through the Work Experience Program.

AIMS AND OBJECTIVES OF WORK STUDY

Let us now have a look at some of the formal advantages of Work-Study.

First the Vocational Objectives are:

- to form good work habits
- to develop those attitudes necessary to succeed on the job
- to try out interests and abilities
- to discover talents
- to learn how to get along with the employer and co-workers
- to train for a specific job
- to acquire permanent job placement

The Social Objectives are as follows:

- to appreciate the dignity of labor
- to appreciate economic order
- to relate effectively to adults
- to experience success in a work situation
- to learn how to handle money
- to promote further educational, social and vocational growth
- to decrease the school drop-out rate

TYPES OF WORK STATIONS INVOLVED

Because of the type of student involved, work stations have been established at the sub-trade and service levels of employment: food service, horticulture, warehousing, stock clerks, and so on.

THE WORK EXPERIENCE PROGRAM

Now let us have a look at the specifics of the Work Study Program itself.

During the first year, the student goes on what we term an Exploratory Work Program during which time the student samples anywhere from two to four different jobs of his own choice.

If he returns for the second year, he goes on to a General Work Program. He selects one particular job of greatest interest based on the first year of exploration and is expected to remain at the one job for the entire year. The first year the pay is nominal at $5.00 per week whereas during the second year the student worker, being more experienced in the world of work, goes out at some higher pay level which is negotiated by his teacher co-ordinator and dependent primarily upon the student's performance at work during his exploratory year.

As a result of introducing Work Experience into the student's school day I can, by comparison, enumerate certain social changes which occurred in almost every one of the students who participated - changes which we believe to be as a direct result of the Work Study Program.

Although our Work Study Program is new and we do not have a sophisticated compilation of statistics as to whether or not the aims and objectives set out for the program are being met, we are nevertheless confident that our program is in fact meeting with success. This confidence comes from a heuristic approach to evaluation.

Empirically we find that as the school year progresses there is an improved attendance record compared to the previous years, there is a great improvement in listening ability, there is a greater willingness to attempt new work, there is less friction and hostility, and there is a greater sense of meaningful and purposeful activity in the classroom. In summary there is a feeling of satisfaction and contentment on the part of the student which tends to say that "I can do something which makes me just as good as others." This results when they work with normal people, accomplish important tasks that normal people accomplish, and are rewarded in the same way their parents are rewarded when they work, with money being one important consideration. They are finally doing something that is acceptable in our society, and are being rewarded for it with tangibles which are important and meaningful.

The ultimate goal of the program is permanent job placement. It is through this aspect of the program that we are developing work-awareness. Through actual and real situations they are learning the importance of being on time, they learn how to work with others, how to take instructions and complete them, how to dress properly, and so on. Also, they learn that the basics of reading and arithmetic are

essential for most jobs, with the result that they achieve better in the classroom.

To summarize, the Work Study Program provides the mentally handicapped with an opportunity to search for congruity and to learn certain job commonalities which are so necessary in order to succeed in the world of work.

SOCIAL EXPERIENCE PROGRAM

One of the deficiencies that we have noticed in most of our new students is that they are sadly lacking in skills necessary to get along with others. For many of them, almost any social encounter is a difficult and trying experience. Also, there is a general unwillingness to participate in group sports such as volleyball, skating, bowling, and so on. Yet we know that almost all of these students do have the ability to be successful in these areas provided we give them the opportunity to develop their social and physical talents. They learn best through actual experiences, therefore one full morning each week is devoted to socialization - a program which hopefully will develop the social attitudes necessary for coping with the demands made by our present-day society, as well as the society of the future.

This program offers experiences in the following recreational areas: bowling, golfing, curling, swimming, as well as 45 minutes a week of dancing. Along with these recreational courses we set aside 1 - 1½ hours a week for group discussions of current problems people face in everyday life along with the various ways one can handle them,

e.g. drugs, alcohol, sex, marriage course. To offer a program like this takes much time, effort and deliberation. But the results are very worthwhile.

We have seen students come into the program totally self-conscious, extremely immature and completely unwilling to encounter new situations, yet by the end of the first year to year and a half, a complete reversal in attitude and behavior often occurs. Humanism comes easily, and a willingness to participate in almost any new encounter often results. As an example, a student by the name of Bruno comes to mind. Here was a boy who was perhaps the most self-conscious person that we have ever had in the program. His success at work-stations was limited the first year, and he simply refused to take part in any of the group activities. After one and a half years, it is Bruno who is taking the lead in asking for additional social activities. The boy has become successful at his job, and his school work has improved very significantly. This type of success assures us that we are headed in the right direction. Bruno is not the only success story we have. Almost every one of the students that have taken part in Work Study can be put into this category in some way.

Repeatedly we have found an initial reluctance on the part of the student to participate - particularly where social events are concerned. Also, with almost the same frequency, we were pleased to discover that once the student became involved repeatedly he generally enjoyed the experience and made it a part of his daily life.

In short one might easily and correctly conclude from what has been presented thus far, that our school district favours, as an educational approach, the general type of education for its students rather than the kind of education which would highlight the teaching of specific vocational skills.

PROBLEM AREAS

Combined with what we consider to be the successful aspects of our program, we have a number of problems which I would like to indicate briefly as follows:

- Girls appear to identify strongly with their mothers with the result that they perceive their role as being primarily that of homemaker. This makes the task of assisting the student with making the transition from school to the world of work more difficult and at times impossible.

- A more comprehensive and sustained system of follow-up is required on students who have left our program.

- Is there a feasible method of providing sufficient recreational and hobby craft activities to meet the diverse individual needs?

- How does one handle the adverse peer relations problem which sometimes results when this type of student is placed in the milieu of a regular school setting?

- As the success of a work program is largely dependent upon the quality of teacher co-ordination, what method and criteria apply to the selection of the "right kind of person" for the job?

CONSIDERATIONS FOR THE FUTURE

As Work Programs continue to increase rapidly throughout Canada and as these kinds of programs are expected to play an increasingly significant role in education in the future, I submit that consideration be given to the following suggestions:

- It may be worthwhile to consider the possibility of implementing a terminal year in the Work Study Program which would make a provision for education to occur outside of the school setting altogether. For example, the student would receive a half day of formal education in an office building or a business establishment and for the remainder of the day would become a member of some employer's work force on a Work Study Program. I see this arrangement as being beneficial in that it would provide the student with a greater sense of independence.

- I believe, also, that it might be worthwhile to implement a student-worker exchange program whereby a select group of students would be given the opportunity of living, working, and learning in another part of the province for a short while. Of course this would have to be done under the careful supervision of qualified school personnel. I would expect that a student exchange system would tend to make the student more mature and more independent, both of which are important prerequisites for success in any society.

CONCLUDING REMARKS

In conclusion, may I say that, although no one has yet found all the answers to the place of the E.W.H. in our society, Work Study

Programs have made a significant contribution towards making these individuals more outgoing and self-sufficient.

It is clearly in the best interests of the entire community to provide the necessary services which will enable our mentally retarded youth to become happy and productive members of our society.

PROGRAMS FOR MULTIPLY HANDICAPPED DEAF CHILDREN

Fred G.F. Cartwright and Sonia W. Monteith
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Children who are emotionally or socially maladjusted or children with various types of learning disabilities need special attention or training. This is not a profound statement. Any professional or practising teacher in the classroom or in the field can verify and substantiate that statement.

What perturbs these people is the lack of research, planning, and development that has gone into meeting this need of children for special attention or training. A commission established in 1963 to study this problem resulted in a document which has many recommendations, pinpoints many areas of concern and cries out for concerted action. Their report entitled "One Million Children" is available from the Commission on Emotional and Learning Disorders in Children, Toronto.

The interesting feature of this report is the condemnation it makes of professionals and para-professionals for their bigotry and selfishness. It states that there is a need for these people to look beyond their discipline and act in the interest of the child. As the report states - the greatest concern that we see is "divisions", divisions of country, divisionsof programs,

> "people who provide service are divided; professional and lay, trained and untrained, paid and volunteer. There are many different professions, and they all speak different languages. Their 'tribal jargon' serves to separate the professions from each other and from other potential helpers. No single factor has caused ... the commission ... more concern than the picture of different professions struggling to establish their own power base, distrustful of each other, refusing to share their so-called 'confidential' information and in this division frequently failing the child." P. 1, One Million Children.

'Failing the child' is the significant thing in any program for the multiply handicapped child. For too long, we have been making to have the multiply-handicapped child excluded from our clinics, our programs, our special classrooms and what have you. We have pushed the multiply handicapped child from one place to another, always obscuring our goals or objectives by divisions.

We must accord a new deal for the multiply handicapped by ceasing to fail the child by developing a "non-divided approach." The various disciplines and peoples must unite to act. This approach requires objective thinking, clarification of goals and the willingness to share knowledge. It requires a resolution to our differences, and a recognition of causes instead of symptoms, a recognition of the whole instead of just a part.

The topic of concern is the deaf multiply handicapped child. A distinct issue arises with the deaf multiply handicapped which does not appear to dominate the other groups of multiply handicapped children. The issue centers on which is the greater handicap - deafness or the other handicaps which contribute to the label of the multiply handicapped. As suggested by the commission report, it is time we looked at the multiply handicapped child as a child needing help. Take the deaf-blind child as a good example of a methodology which had to be developed, not because the child was deaf or that the child was blind, but because the child was deaf-blind.

The underlying premise of any program designed for multiply handicapped children is the "non-divided" or "multi-disciplinary" approach. The task force required to deal with the problems posed must work together as a team. Each one must know his basic role, his duties and responsibilities and at the same time, he must assume the very important responsibility of understanding the role of his fellow workers. To do this, he must have a clear understanding of the objectives, goals, purposes and methods of the total program. He must participate in conferences, discussions, in-service training. He must contribute to the continuous, on-going process with the other participants in the program.

There will be conflicts of interests, goals, ideologies and philosophy. "People problems" is the greatest problem of any administration or system. The cause must be great enough to overcome these conflicts. It must be stated frequently and held up as the torch to which all will follow. It rests with the administrator to hold this torch up high and at the same time, know that the staff can see the torch clearly.

A conflict may also emerge because of program needs. As a program develops, it results in the need to establish a separate physical plant or system for children who are unable to cope with the existing program even though supports and crutches are provided. These are the children who are at the

extremes of the continuum in functioning level. They have been diagnosed as being unable to cope with the regular public school program, moved into a special program, diagnosed again and moved to another special program - or maybe a special-special program and so on. This evolutionary process develops new methods, programs, and makes provisions for children with individual problems.

The conflict is that there is a cry against setting up special plans or systems for multiply handicapped children which note them apart from the rest of society and in effect, says to them, you are different. Yet it appears that at some point of difference one must say you are different and you need to be set apart. Thus it is incumbent upon those concerned to explore every possible option before making that final statement that you are different.

The development of a program for multiply handicapped children begins with the diagnostic and assessment process. Diagnosis is regarded as a clinical function while assessment is seen as an educational function. Each is not a separate entity but a dualism which requires the 'non-divided approach'.

The Alberta School for the Deaf has had classes for multiply-handicapped deaf children for a number of years. This is typical of other Schools for the Deaf. Representations have been made for several years to our government to acquire specialized professional assistance and to develop a program for multiply handicapped children. This last September, a Learning Centre was begun on an experimental basis. Our ideals are to carry on a continuous and on-going diagnostic and assessment program. From this, we develop a program for prescribed treatment and teaching.

Referrals to our centre are put into two categories, internal and external. Internal referrals are those coming from the classrooms within the school itself. The attempt is to identify as early as possible children with emotional or learning problems. Teachers are considered to be part of this diagnostic and assessment team and the assist by the Centre will aid the classroom teacher to identify and attempt early solutions right in the classroom. It is an attempt to avoid the situation where Johnny becomes intolerable and must be removed. The orientation of the Centre to this program with internal referrals will assist the Centre's objective of

rehabilitating the student into or back into the regular program. The initial purpose of accepting internal referrals is to develop co-ordination between the treatment program and the educational program, build up the moral of teachers, give them mental and emotional support to carry on their work and essentially allow teachers to become more effective and more professional. From this, the technique of prescriptive teaching will be developed and utilized to a greater degree of skill by the staff.

External referrals are to be accepted from other agencies and school systems.

The treatment program at our unit is short-term with the main purpose - rehabilitative. The child is to be rehabilitated into the regular program with the regular groups and curriculum. A child rehabilitated is a child coping with his problems. Children referred out of the existing school program to the Centre are to be rehabilitated back into the same program. The rehabilitation process is based on parts and not on the whole. A child will be rehabilitated back into the regular program for as short a time as required - it can be an hour, a part of a day or part of a week - the objective is to give him opportunities to test and to try the regular program and thus learn ways of coping with it. The child may be rehabilitated during play time, meal time or for certain parts of the day whether it is in the school or dormitory setting. Each time the length of stay in the regular program is increased until the child is completely rehabilitated. What then becomes necessary is complete and consistent follow-up with the classroom teacher acting as the diagnostician or therapeutist.

Part 2:

In Alberta educational programs for the emotionally disturbed deaf are virtually non-existent. Unfortunately a need does exist and it is for this reason we have attempted to start such a program at the Alberta School for the Deaf.

In 1967, Bowers developed a theory of educational engineering to be used with the emotionally disturbed child. In 1969, Bell, Davis, and Lowman of the California School for the Deaf in Riverside, published their final report investigating the value of Bowers's educational engineering when used with emotionally disturbed deaf children. The primary aim of the Riverside program was "to bring about behaviour changes in emotionally deaf boys that would enable them to function in a regular classroom setting." (Bell et al 1969)

In our program at the Alberta School for the Deaf we are attempting to reconstruct, with minor changes, the program developed at the California School for the Deaf. As our unit has been in operation for little more than a month, classes began on the nineteenth of September, my comments will be restricted to what has happened during this time.

We have three children - two boys and one girl. The girl is nine years old and the boys are nine and eleven years old. The girl spent last year in a unit for emotionally disturbed children in Edmonton and the nine year old boy spent last year at home, as his behaviour proved too disruptive to warrant his remaining at the Alberta School for the Deaf. The eleven year old boy who was one of the children involved in the "Pilot Program"in Riverside, spent last year in an adaptation class at the Alberta School for the Deaf.

Bowers (1964) has described a hierarchy of educational tasks in terms of seven levels. From the lowest to the highest. The levels are:

1. attention
2. response
3. order
4. exploration
5. social
6. mastery and
7. achievement

The first five task levels have been divided into an order classification (attentiveness, responsiveness, and orderliness) and an exploration classification (exploratory ability and social response). The last two levels are concerned with mastery of complex skills and an increased interest in acquiring knowledge. (Bowers, 1967)

The physical arrangement of our classroom as well as the academic program have been divided into three basic areas; corresponding to the tasks previously mentioned. One of the areas in the classroom deals with tasks devoted to attention factors, a second area deals with exploratory activities and social learning and a third area deals with mastery and achievement skills.

The amount of teacher structure imposed depends on the level of the task presented to the child (Hewett 1967). For example, a task dealing with attention and response would require minimal structure, while tasks dealing with order and exploration would require "emphasized" structure. Mastery and achievement level tasks require no structure from the teacher, as the child is able to find structure in the task materials.

The school day begins at 8:30 a.m. and continues until 3:30 p.m. The day is divided into fifteen minute periods. A learning period, however, may continue for half an hour if the child is able to attend to task presented for that length of time. As a behaviour modification model is being used positive reinforcement is necessary (Hewett 1967). In the morning each child is given a sheet of paper which is divided into twenty-three sections. At the termination of each fifteen minute period the child is given check marks according to his performance, ability to attend, and behaviour. The required behaviour for the task presented has been predetermined. During each fifteen minute learning period each child can obtain a maximum of five check marks. At the end of each day the child is rewarded for his performance during the day. When very stringent controls are necessary negative reinforcement is used. For example, if the child becomes impossible to control immediate isolation is employed. When the behaviour has subsided the child is allowed to come back into the classroom. As the program progresses reinforcement will move from tangible rewards to intangible rewards such as social approval and self reward for completion of a task.

An individual lesson plan is made for each child, as all three children have different learning abilities. Two children frequently work on the same or similar tasks. All three children find it extremely difficult to work alone so individual attention is necessary. A teacher aide is present throughout the day enabling the

teacher to teach on a one to one basis.

The Learning Centre (classroom, playroom, and dorm area) is physically removed from the rest of the school. The children eat at a separate table in the dining hall with other residents and during recess they are encouraged to play with other residents. The weekend excursions taken by the residential students are open to the students in the Learning Centre. It is our feeling that a great deal of social learning can be accomplished by integration.

The staff includes five residential houseparents who are responsible for providing consistent management of the children during non-school hours. An evaluation of the social behaviour of the child is made three times a week by the houseparents.

All the staff in our unit have undergone in-service training which has been organized by an educational psychologist, from the University of Alberta.

The prime objective of the Learning Centre is to integrate our children into the regular classroom, as soon as possible. It is felt that this unit could become valuable as a diagnostic, treatment and advisory unit within the Alberta School for the Deaf.

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A MULTI-DISCIPLINE APPROACH TO THE TREATMENT OF MULTIPLY HANDICAPPED CHILDREN

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I should like to talk for a few minutes about a special group of children whose needs are such that there is really no question, despite the current controversy about special classes, of the need for special treatment and education. These are children who would either find it exceedingly difficult to function at all in any regular school setting or while attempting to do so would be deprived of the opportunity to have all their needs adequately met. These children are generally classed under the term "multiply handicapped". Such multiple handicaps may result from any number of different genetic defects or disease conditions such as cerebral palsy, spina bifida, allergy-asthma, epilepsy, hydro-cephalus, etc., including brain and other injuries resulting from accidents. Also included are children with severe emotional or behavioral disturbances of such magnitude that they cannot function in any regular setting. For purposes of this discussion I shall not include children whose prime disability is severe deafness or blindness or children classed either educable or trainable retarded although much of what I want to say might apply equally to these classes of children. The children which are included will need very frequent treatments on a daily or several times weekly basis in at least two major areas.

The needs of this group of children have received increasing attention during the last twenty years or so; in some countries for even longer. By now there is a general consensus of agreement that their treatment (and the best hope for eventual rehabilitation) can be most effectively handled by gathering them together in a central location where a multi-discipline team can address itself full-time to their problems. No one seriously questions

this type of organization any more. The soundness of this approach was pointed out clearly in a report issued by the World Health Organization in 1967 which summarized the deliberations of an international conference held in Copenhagen at the end of 1966 on handicapped children.

There is also general agreement by now on the disciplines which should be represented on this team. They should include at least medicine, physiotherapy, occupational therapy, psychology, psychiatry, social service, speech therapy, nursing and education. Not all children will require the attention of every discipline all the time but every discipline should look at every child at least at the beginning of treatment and be prepared to offer whatever is needed for as long as it is needed. There is growing conviction that disease-oriented grouping of children is less satisfactory on the whole than grouping handicapped children suffering from a wide variety of different disabilities. One of the reasons for this is that such a grouping provides plenty of work for all the disciplines mentioned even if a given discipline does not treat every child in the total group. This makes it possible to create a situation where it is a practical possibility to provide access to all forms of treatment to any given child immediately and continuously should the need become apparent.

It is one thing however to pay lip-service to such general principles but quite another thing to organize a centre in such a way as to bring about an effectively functioning program. At the Copenhagen Conference noted earlier the difficulty of achieving an effective multi-discipline effort was repeatedly mentioned. This statement appears in the 1967 report of this conference.

"Throughout the discussions repeated mention was made of the importance of inter-disciplinary co-operation based on that mutual understanding and

respect which help each worker to realise that his colleague's work is as important as his own.....ultimately the best way of learning to work together." (1).

Later on in the same report this statement appears:
"Diagnosis, assessment, treatment and care must be concerned not only with the disability, but with the whole child in his total environment. The organisation of services must be such that all the parts are linked together, that information passes freely from one to another and that the workers at all levels of specialisation function and see each other as equal partners to ensure maximum effectiveness.

Although a team approach is admittedly necessary and desirable it is often difficult to achieve. What are some of the ways in which the necessary interdisciplinary cooperation may be achieved? A good starting point, and one that is usually readily accepted is to keep the child the central concern - whatever is done by any discipline is done with the welfare of the child as the sole criterion for decision. Each discipline must respect and fully accept the competence of every other discipline and while completely free to operate within its own field of professional competence must be willing to do so as a member of a team.

A prime necessity in an organisational structure which fosters communication and cooperation while still maintaining the identity and freedom of action of each discipline. One way to achieve this is to see that each discipline is organised as a department headed by a Director and Assistant Director. Specialised physical facilities must be provided for each department. The Director is responsible for the organisation and functioning of his department. All official contacts among departments are made through the Directors. This ensures continuity and consistency and helps to maintain

an easy flow of information with less likelihood of misunderstandings developing. Especially in matters of policy or where there is any possibility of controversy, it is necessary that inter-departmental contacts be made through the Directors. At the same time it is the duty of the directors to bring together workers in their respective departments whenever this is necessary and to assist in the flow of information or the resolution of difficulties.

The communications aspect of inter-disciplinary cooperation is facilitated first of all by the holding of regular inter-disciplinary conferences, most of them held for the express purpose of discussing specific children. This is in line with the necessity of keeping the child the centre of concern. Some children need to be discussed more frequently than others but care is taken to see that no one child is overlooked for too long a period. A consistent format is followed for all such regular conferences and the same chairman is in charge whenever possible.

Such conferences are time-consuming and costly in terms of preparation and the time of professional people, but they are essential. Although it should be possible for anyone who is working with the child to attend, a great deal of the responsibility for attending regular conferences is assumed by directors or assistant directors who schedule time for this purpose. A large number of conferences, held very frequently, can interfere with the time and energy of those who work directly with the children. Whatever can be done by the department administrators to relieve workers from activities which take them away from the children should be done. Administrators, of course, need to provide for dissemination of information as it becomes available and must be able to judge the times and occasions when those who work directly with a child need to be involved directly in confer-

each week.

Some other ways of improving inter-disciplinary communication may include such things as guided tours of one another's facilities; lectures by representatives of one discipline to members of another; invitations to lectures, workshops and seminars sponsored by one discipline to members of other disciplines, the preparation of reports and papers by departments for their own use but freely circulated and if necessary explained to members of other departments. The Copenhagen Conference report suggested that inter-discipline cooperation and communication should "...as far as possible, begin during basic professional training when, for example, medical students and student teachers, or social workers and public health nurses in training, might attend certain lectures or courses of lectures together." (3) In Edmonton, many faculties of the University of Alberta are using the Glenrose School Hospital as a laboratory setting providing an opportunity for medical students, special education students, psychiatrists in training, nurses in training, school counsellors in training, psychologists and others to observe the work that is going on not only in their own field of specialization but in other disciplines. Often these students participate in the school hospital activities for short periods of time.

I should like to deal briefly in the concluding portion of this paper more particularly with the provision of education for handicapped children within a multi-discipline treatment centre such as I have described. Every child in such a centre requires the opportunity for education and thus the Education Department is one which has to "treat" every child.

It will likely therefore be the largest department in point of both physical space and personnel and has to maintain close contact with all other departments.

The team of educators in such a setting must learn how to gather pertinent information about the children from other disciplines and become skilled in making use of this information in meeting the child's educational problems. Teachers must be flexible, creative and extremely active and possess an unusual amount of patience and forbearance. They must be willing and able to make many adaptations in course content, classroom and pupil management, teaching methods and types of approach and often must provide a great variety of learning activities. Considerable ingenuity may be required in devising special procedures to help an individual handicapped child make progress. At the same time an effort must be made to keep classrooms operating in a relatively "normal manner". Usually handicapped children do not want to be treated too differently from other children and they love to do as many of the things normal children do as they can. While giving the child all the help he needs the teachers must encourage him to become more and more independent, learning to face his disabilities realistically and with non-anxious acceptance. Possibly more than for most members of his profession, the teacher of the handicapped must develop a habit of continuous self-evaluation and objectiveness about his teaching methods. Constant keen observation needs to be backed up by some simple but effective record-keeping procedure so that analysis and evaluation can be as objective as possible. Especially for emotionally disturbed children, the teacher must be "the organizer, the initiator, the stimulator with an actor's skill in presenting information and great ingenuity in motivating the youngsters". (Frank Hubert)

Before going into more detail about an educational program, I want to mention that I have a strong conviction that education of children wherever it takes place is the responsibility of the educational system of the area.

The educational department therefore even of a centre as unique as a multi-discipline treatment centre should be part of the public school system. It would in most cases be under the direction of the Special Education Department of the Public School system. Most well-developed public school systems have a Special Education Division headed by a Director who is assisted by consultants, school psychologists, educational counsellors, remedial specialists and others. By being part of the public school system and probably a part of the Special Education section of this system the education department of the multi-discipline setting enjoys many advantages, for example, excellent recruitment facilities for personnel, good salary scale, security of tenure, good working conditions and other fringe benefits and most important of all, free access to all the resources both human and material of a large and sophisticated school system. Our experience in Edmonton would lead us to believe that such a means of providing education in this kind of setting will go a long way toward ensuring maximum effectiveness of the educational program.

To return to a more detailed consideration of the educational program in the multi-discipline treatment centre, it must be obvious that the size of classes in such a setting must be kept small. We have found that for severely emotionally disturbed children class size should be limited to from four to six, with six being a maximum. For physically handicapped children eight to twelve is about all that can be adequately handled, the maximum depending to some extent on the nature of the disabilities represented within the group. Groupings should not be on the basis of physical disability but rather on the basis of age and grade level. In Junior and Senior high school grades a departmentalized organization works well.

The Principal fulfils the usual responsibilities connected with this

office and in addition as head of a department in the multi-disciplinary setting has additional responsibilities of communication and coordination.

It is being increasingly recognized that for all children it is necessary to consider each one's individual needs. For handicapped children individualization of programs becomes a matter of great urgency. This requires careful, individual program planning on a carefully organized, consistent and continuing basis. We have found that this can be facilitated by having one person designated a Program Coordinator. At Clarence the Vice-Principal assumes this role. As a member of the educational assessment team he assists in the assessment of each child presented for admission. Thus he is one of the first to meet a new student. When new students are admitted they are assigned to a classroom according to age and grade placement and according to available classroom space. All the educational information which has been gathered at this point is made available to the receiving teacher and is discussed with the teacher by the Program Coordinator. Other information coming from the assessments of other disciplines is also made available to the teacher, especially if it directly affects her handling of the child. The child then remains with the teacher for several weeks until she is able to become acquainted with him and has an opportunity to make her own assessment of the educational needs of the child.

PROGRAM PLANNING

At the end of this orientation period a program planning conference is held with the teacher. Often only the teacher and the program coordinator meet to formulate this program. Frequently however, other personnel are involved as well. These may include therapists, psychologists, psychiatrists or social workers who are working with the child. Such people are brought in

to contribute information on their work with the child so that the educators can make whatever use they can of this information in planning the educational program. Sometimes remedial specialists and consultants from the public school system are brought in to assist even more directly in the educational planning. It might be mentioned that consultants from other disciplines and even from one's own discipline are used to provide specific information for the program planners who must then decide how to use this information. This point was made well by Dr. Norman Frankel of the University of Oregon in a recent article in the Journal of Learning Disabilities who emphasized that information from other disciplines is only useful to the Educator if it can be applied in teaching the child and that it is the Educator's responsibility to decide how the information will be applied (5)

The format used in planning and drawing up the program that we have used is that developed by Laurence J. Peter and described in his book "Prescription Teaching (McGraw-Hill 1965/66). The key person in the program planning conference is the classroom teacher. Essentially what emerges is her plan for teaching the child. The other persons are there to assist and advise but only the teacher, who will carry out the actual plan in the classroom, is able to make the final decisions about what should be tried. The use of the procedure and format suggested by Peter and the use of a program coordinator as chairman and instigator of the planning conference achieves two main purposes:

(1) It assists the teacher to make explicit her conception of the problems connected with teaching the child and her plans for meeting these problems.

(2) It gives a measure of unity to the total educational program of the school which otherwise might tend to operate as a group of independent cells rather than as a unified whole.

In addition, the coordinator, since he works eventually with all the teachers, not only has the opportunity to become well acquainted with all the educational activities that are going on in the school but is in a position to pass along many new ideas and innovations that he knows are working in other rooms. He thus becomes a very knowledgeable "idea man" able to draw upon his own experience and upon the experience of many other competent people with whom he is working. The teachers know also that there is someone else with whom they can discuss individual cases who will have some fairly intimate knowledge of the situation and to whom they can appeal for assistance of any kind. The coordinator may sometimes be able to give direct assistance himself, but if not, he is able to arrange for the teacher to consult with appropriate resource people or to find special materials which the teacher needs.

Time does not permit a detailed description of the development of the "Educational Prescription" but this can be found clearly outlined in Dr. Peter's book. It might bear repeating that one of the major advantages of getting an educational prescription down in writing is that it forces people who are dealing with the child to make absolutely explicit the type of approach, teaching methods, specific objectives, subject matter and instructional materials and equipment that are appropriate to the special needs of the individual child. It is a disciplined exercise which pays rich dividends. It facilitates evaluation and objective observation. It certainly makes great demands on the teacher if she is really going to carry out such detailed plans for each of her students and this is one of the reasons why small classes are an absolute necessity.

After using the educational prescription approach for nearly four years we feel we have evidence that the approach is effective and is producing good results. We use the Standard Achievement Tests at regular intervals

In order to have some reasonably objective means of measuring the children's progress. We have been encouraged by the indications of success this measurement is providing.

This has been a brief outline of one approach to the problem of multiply handicapped children. A multi-disciplinary attack on the problem seems to hold the best promise, but it is recognized that many efforts must go into developing effective means for achieving a smooth total program carried out cooperatively by different disciplines. In providing schooling, special types of organizations and educational procedures have been suggested to meet the unique problems presented by this group of children.

(Presented at the Western Regional Conference C. E. C.,
Vancouver, B. C., October 1970.)

MB/jl.

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A Work Oriented School

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The Dean Heights School in Victoria, British Columbia has been in operation for two years. The plant consists of six rooms; four regular classrooms, one shop and one home economics room. The pupils, who enter at age 14, are classified as Educable Mentally Retarded. As with any group of these children few has not always treated them well and their behavior patterns and social adjustment are often inadequate. In many cases pupils easily fit the classification of emotionally disturbed.

The first year was in many ways a staff orientation year. There were four teachers and sixty pupils, a ratio of 15 to 1. The school was set up as a conventional mini Junior High in which classes moved from teacher to teacher and the standard progression of Math, English, Social Studies and Science were taught. As far as was possible all instruction was as work oriented and as practical as possible.

As the year went along the staff and principal became less and less satisfied with the quantity of academic work the pupils were receiving and the timetable was under constant revision. Each change decreased the amount of formal academic time and increased the time allocated to P.E., Art and Music. From the beginning the Shop and the Home Economics area operated full time thus we were not able to increase instructional time in these areas. It must be stressed that academic work was also taught through all informal subjects, in fact, incidental Math and Reading content was increased. Of course, great care had to be taken that the motivational value of these subjects was not destroyed by excessive stress on academics.

In the first year a special report card was devised to fit the style of the school. It was written from the view point of an employer and consisted of two sections, one for teacher comments and one for personal and social growth. Such items as personal appearance, ability to concentrate, relations with fellow employees and willingness to accept directions are four examples from a total of seventeen items.

Also during the first year a work experience programme operated. Pupils went into the community for two weeks at a time and worked in various businesses such as garages, gardeners, nursing homes, car washes and bakeries. Fortunately, the school had a good selection of pupils over the age of sixteen who were very presentable in appearance and whose behavior was most acceptable. These pupils proved to be excellent ambassadors and the school developed a core of employers most willing to assist these young people.

The year ended with all staff convinced that work orientation was vital - above the academics in priority - and that these pupils must develop behaviour patterns that would aid them in obtaining and retaining the simplest and most routine of jobs.

The second year in Swan Heights School as one of experimentation and research.

Two new features were introduced into the school. A behaviour modification programme was initiated and the timetable was eliminated and in its place work order forms were used.

As a staff we decided for each pupil the specific behaviours most in need of modification and this was done from an employers point of view.

For example one boy was lax in his personal appearance and so the staff concentrated on giving him manly praise and points (which he could cash in for items of his choice) whenever he showed improvement in personal presentation. This was linked with his employers on work experience and they would help him to understand what they expected.

Another example was a boy who would be keenly interested in a job and in work but his interest would fade quickly. He was given praise and points for staying on the job both at school and when on work experience.

In both these situations liaison with employers was most important so that positive reinforcement could occur on the job as well as in the school. It was our way of building the theoretical school experiment to the practical job situation.

The behaviour modification programme was operated in the most work oriented situation we could devise in our situation. The timetable was eliminated and students were expected to act in a responsible manner. Bells rooms were eliminated. When a pupil came into "work" he first went through the check-in board where he moved his card from the "out" board to the "in" board. He then proceeded to hang up his coat, place his lunch in boxes in a central room and pick up his work order form. This work order form would be a combination of specific assignments at given times, assignments which he could do at any time, and free time during which he could go to the work area of his choice. In many cases there would not be assignments thus it was a pupil's (workmates') responsibility to attend every work area and report to the teacher (foreman) in that area.

The system we developed had advantages but it was not without its problems. The pupils tended to be less frustrated as they would spend more time in the areas where they had greater success. The staff was stimulated to greater professionalism and the observations of pupils were much more astute. It is quite safe to say that the overall tone of the school was improved when compared to the

unsatisfied pupil. The most serious problem which developed was teacher absenteism. The continual movement of pupils in and out of the various areas meant that teachers were continually signing work order forms and doing excessive clerical work. The heavy demands on the teachers meant that many of the small incremental behaviour we were attempting to modify became lost in dealing with gross behaviour. However, all staff endured and at the conclusion of our behaviour modification programme combined with a work oriented free system the results were quite encouraging.

The overall effect of the sixty pupils is as follows:

Negatively effected -	6	10%
Positively effected -	30	50%
No observable effect -	24	40%
Total pupils	60	100%

The overall effect on those pupils who were part of the work experience programme is most encouraging.

Negatively effected	1	7%
Positively effected	9	53%
No observable effect	5	40%
Total pupils	15	100%

When an analysis was done on the specific behaviours which teachers attempted to change the results were as follows:

Behaviours which degenerated	130	12%
Behaviours which improved	632	68%
No observable change	348	40%
Total behaviours	1110	100%

The second year of the school then ended on a generally positive note. The group conclusion reached was that the school must continue to be as work oriented as possible and that all effort must be made to develop behaviour patterns, acceptable to employers.

This third year of operation will be considerably different from last year. The behaviour modification with concrete rewards is gone and a timetable is back. The timetable refers to the individual much more than year one. The work experience programme will receive even more emphasis. Groups of four, under the careful supervision of a teacher, are going to work in the community in a voluntary capacity. Home care for girls and home maintenance for boys is the pilot beginning of this project. A small assembly line to make simple toys is going to be tried in the shop and it is hoped that article can be made in Art and Home Economics that may have commercial value. A group of four boys is going to learn simple photo processing and perhaps in this area they may also receive some remuneration.

Where peer three will lead we do not know but the prediction is for greater emphasis on work preparation and greater involvement in work programmes that are grounded in the real world of work in the community.